26

# Third Annual Report

OF THE

# JOINT BOARD OF SANITARY CONTROL

IN THE

CLOAK, SUIT AND SKIRT

AND

DRESS AND WAIST INDUSTRIES

OF GREATER NEW YORK.

DECEMBER, 1913

JOINT BOARD OF SANITARY CONTROL
31 Union Square, West, - - - New York City.

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# The Joint Board of Sanitary Control

## OFFICERS

Dr. William J. Schieffelin, *Chairman*
Dr. Henry Moskowitz, *Secretary*
E. J. Wile, *Treasurer Cloak and Suit Industry*
J. J. Goldman, *Treasurer Dress and Waist Industry*

*Counsel for the Board*
Julius Henry Cohen
Meyer London

Dr. George M. Price, *Director*

## The Joint Board of Sanitary Control in the Cloak, Suit and Skirt Industry.

*Representatives of the Public*
Dr. William J. Schieffelin
Dr. Henry Moskowitz
Lillian D. Wald

*Representatives of the Cloak, Suit and Skirt Manufacturers' Protective Association*
Max Meyer
E. J. Wile

*Representatives of the Cloak and Skirt Makers' Union*
Dr. I. A. Hourwich
Abr. Rosenberg

## The Joint Board of Sanitary Control in the Dress and Waist Industry.

*Representatives of the Public*
Dr. William J. Schieffelin
Dr. Henry Moskowitz
Lillian D. Wald

*Representatives of the Dress and Waist Manufacturers' Association*
Samuel Floersheimer
J. J. Goldman

*Representatives of the Ladies' Waist and Dress Makers' Union*
S. Polakoff
A. Baroff

## Personnel

*Director*
George M. Price, M. D.

*Assistant Medical Examiner*
Michael H. Barsky, M. D.

*Inspectors*
John T. Turner
Abraham J. Rosenblatt
Katharine Tyng

*Clerks*
Beatrice A. Saal
Louise B. Bottstein
Lucie Levinsohn
Benjamin Meyer

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# Three Years' Progress and Work of the Joint Board of Sanitary Control.

The report which follows gives a detailed account of the work undertaken and accomplished by the Joint Board of Sanitary Control in the Cloak and Suit Industry and later in the Dress and Waist Industry. The report goes into considerable detail as to the tasks performed by the Board, as to the methods employed and the general principles by which the work has been guided. The report also gives a resume of the progress in sanitary conditions as well as in protection against fire dangers in the shops of the two industries. The charts show graphically the gradual improvement for which the Joint Board of Sanitary Control claims credit. The statistical data also tend to prove the good work of the Board and our contention that a considerable improvement in the trade has been due to our work.

Ours is a new experiment,—an experiment in the sanitary control of an industry by those most interested in its destiny. No matter how good work may be done by Labor Departments and factory inspectors it is as yet impossible to eradicate the feeling of resentment on the part of shop and factory owners against State interference in what they call their "own affairs," and it is difficult to convince the employers of the benefits of factory inspection. Nor is it possible, with factory inspection departments organized as they are at present, to imbue the factory workers with a wholesome respect towards State factory inspection or with an inclination to assist the State officers by their cooperation.

It is now conceded that a sanitary condition of the shops is an integral part of the demand which industrial efficiency makes upon industry, that both employers and workers are deeply concerned in the improvement of sanitary conditions, in the prevention of dangers to life and health and in the elimination of the danger of infection from the products manufactured. No sanitary control therefore of factories and shops is based upon a more firm foundation than that which is undertaken by the two parties chiefly concerned, viz.: the employers and the workers. Herein lies the paramount significance of the Joint Board of Sanitary Control, the importance of its work and the success of its undertaking.

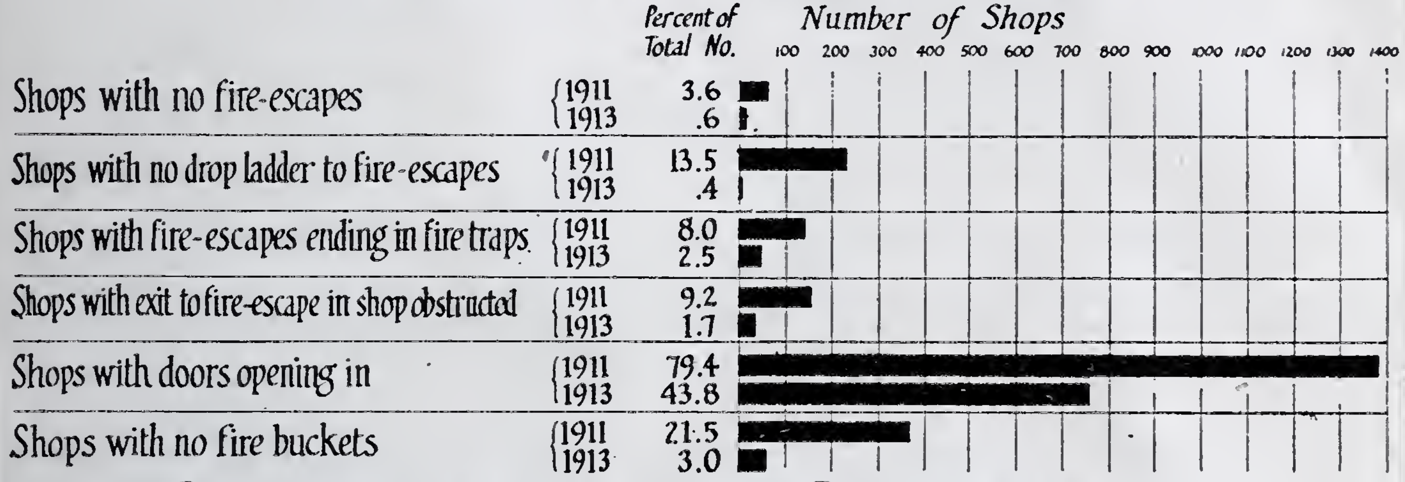
The Joint Board of Sanitary Control has appealed (1) to the employer, (2) to the workers, and (3) to the public which is the third party interested in the improvement of general conditions in any trade.

To the employer we have shown the benefit of cooperation, the advantages of an institution which represents him directly, and the results in sanitary reform which he may achieve without the compulsion of State Law. The employer who has felt the benefit of the work of the Joint Board of Sanitary Control understands that it increases the efficiency of his output to safeguard the lives of his employees and to better the sanitary conditions under which they labor, that it removes from him, moreover, the stigma of neglecting the health and safety of his workers. Employers have asked and received our aid in constructing and establishing new factories and shops, in arranging machinery and working conditions in their shops, in introducing and maintaining fire drills for the protection of their workers, making their shops lighter, better ventilated, cleaner and improving them in all sanitary respects.

The workers themselves have the utmost confidence in the work of the Joint Board of Sanitary Control because they consider it their own work, representing their own interests, employing some of the members of their own organization, and standing for their just and equable rights in the factories and shops in which they work. The workers have cooperated by responding to our demands, by sending frequent complaints, by trusting to our judgment in certain doubtful cases and by responding to those sanitary strikes which have been called because of serious sanitary defects. The Labor Unions which represent the workers have members on our Board, work in close co-

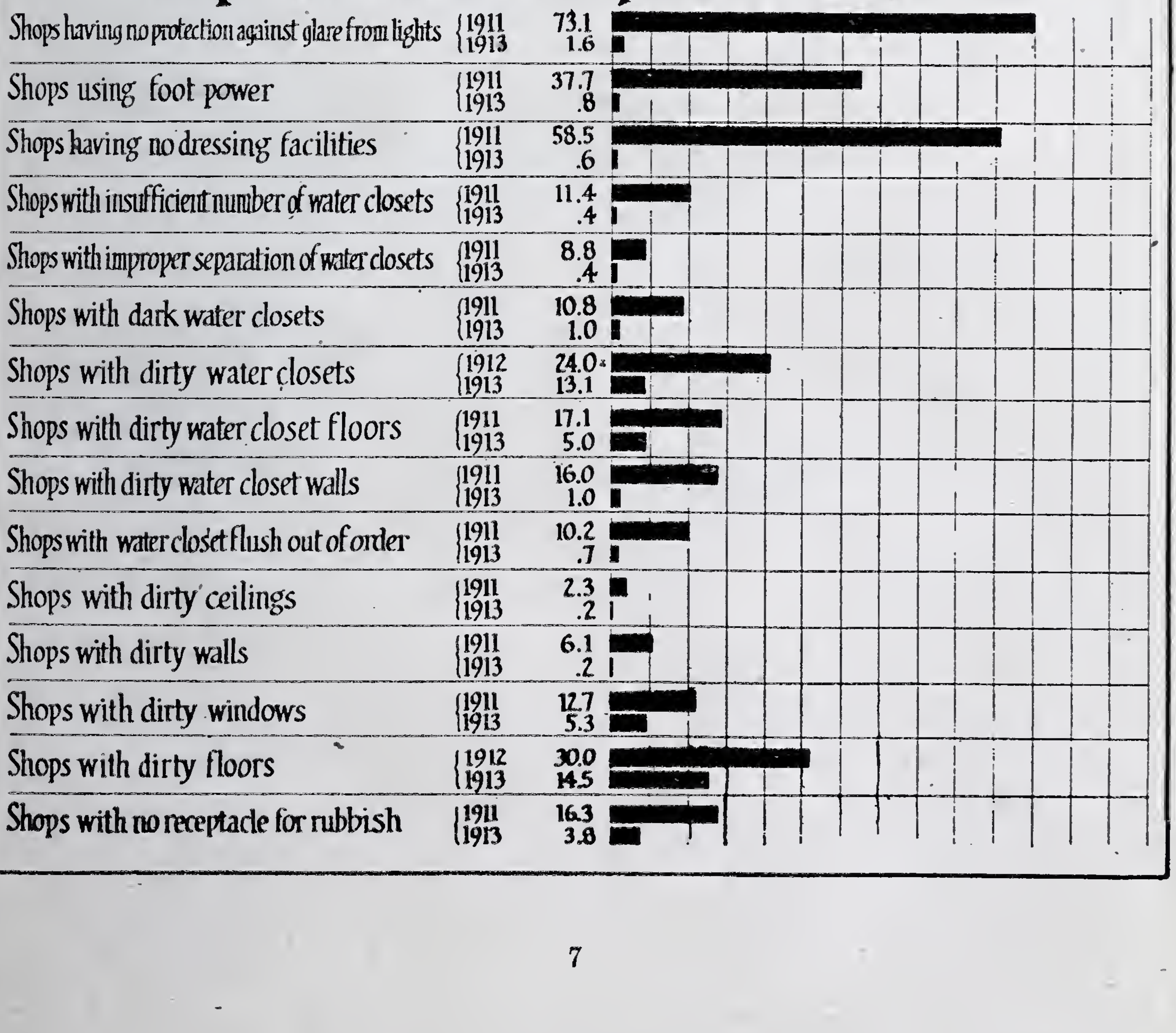
# THREE YEARS' PROGRESS
# in the
# Cloak and Suit Industry
## 1911 – 1913

## Reduction of Fire Dangers



| | | Percent of Total No. |
|---|---|---|
| Shops with no fire-escapes | 1911 | 3.6 |
| | 1913 | .6 |
| Shops with no drop ladder to fire-escapes | 1911 | 13.5 |
| | 1913 | .4 |
| Shops with fire-escapes ending in fire traps | 1911 | 8.0 |
| | 1913 | 2.5 |
| Shops with exit to fire-escape in shop obstructed | 1911 | 9.2 |
| | 1913 | 1.7 |
| Shops with doors opening in | 1911 | 79.4 |
| | 1913 | 43.8 |
| Shops with no fire buckets | 1911 | 21.5 |
| | 1913 | 3.0 |

## Improvements in Sanitation



| | | Percent of Total No. |
|---|---|---|
| Shops having no protection against glare from lights | 1911 | 73.1 |
| | 1913 | 1.6 |
| Shops using foot power | 1911 | 37.7 |
| | 1913 | .8 |
| Shops having no dressing facilities | 1911 | 58.5 |
| | 1913 | .6 |
| Shops with insufficient number of water closets | 1911 | 11.4 |
| | 1913 | .4 |
| Shops with improper separation of water closets | 1911 | 8.8 |
| | 1913 | .4 |
| Shops with dark water closets | 1911 | 10.8 |
| | 1913 | 1.0 |
| Shops with dirty water closets | 1912 | 24.0 |
| | 1913 | 13.1 |
| Shops with dirty water closet floors | 1911 | 17.1 |
| | 1913 | 5.0 |
| Shops with dirty water closet walls | 1911 | 16.0 |
| | 1913 | 1.0 |
| Shops with water closet flush out of order | 1911 | 10.2 |
| | 1913 | .7 |
| Shops with dirty ceilings | 1911 | 2.3 |
| | 1913 | .2 |
| Shops with dirty walls | 1911 | 6.1 |
| | 1913 | .2 |
| Shops with dirty windows | 1911 | 12.7 |
| | 1913 | 5.3 |
| Shops with dirty floors | 1912 | 30.0 |
| | 1913 | 14.5 |
| Shops with no receptacle for rubbish | 1911 | 16.3 |
| | 1913 | 3.8 |

operation with the Board and have contributed their important part toward the success of its work.

Finally, the public, through its representatives who have the full confidence of the workers in the trade, of the employers and of the general public, has most efficiently contributed to the success of the Board's work and to the confidence that it has received.

The question naturally arises—what, after three years' existence of the Board and its work, are the present conditions in the Cloak and Suit and the Dress and Waist Industries and in what respects has important progress been made?

First of all, what are the present sanitary conditions of the Cloak and Suit Industry and the Dress and Waist Industry?

An attempt has been made in the body of the report to show the present conditions by statistical data, tables and charts. Briefly stated, we have shown the following facts:

(1) That 1,649 shops are graded by us in Class "A" in which are included all shops deserving Sanitary Certificates and free from any defects. That there are only 28 shops in Class "D," considered by us to be worthy of condemnation. That 749 shops, representing 30.86 per cent, are in the other two classes showing defects either in sanitation or fire protection.

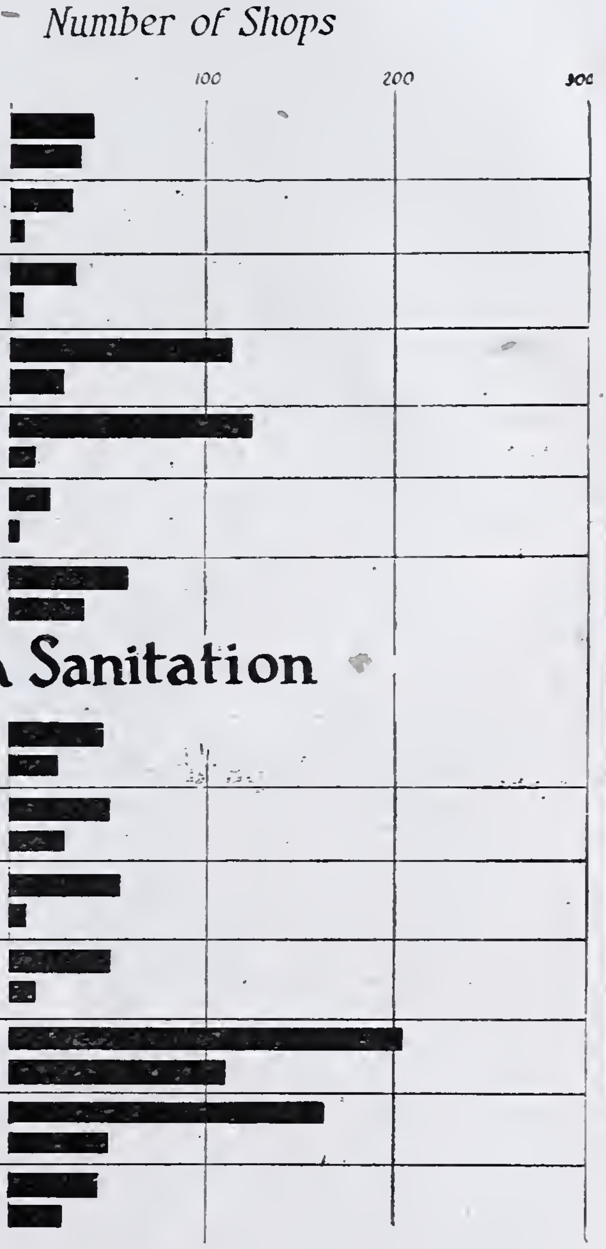
(2) That at present the percentage of shops which have the following important defects is very small:

| | No. | Pct. |
|---|---|---|
| No receptacle for rubbish | 75 | 3.09 |
| Ceiling of shop dirty | 5 | 0.20 |
| Walls of shop dirty | 6 | 0.24 |
| Floor of shop dirty | 296 | 12.20 |
| Windows of shop dirty | 104 | 4.28 |
| Walls of water-closet apartment dirty | 29 | 1.19 |
| Floor of water-closet apartment dirty | 105 | 4.32 |
| Dark water-closet apartment | 22 | 0.90 |
| Flush out of order | 22 | 0.90 |
| Dirty water-closets | 270 | 11.12 |
| Seats of water-closets broken | 98 | 4.03 |

# SIX MONTH'S PROGRESS
# in the
# Dress and Waist Industry

## March – September 1913

## Reduction of Fire Dangers



| | 1913 | Percent of Total Number |
|---|---|---|
| Shops with no fire-escapes | MAR. | 2.1 |
| | SEPT. | 1.5 |
| Shops with no drop ladder to fire-escape | MAR. | 1.5 |
| | SEPT. | .2 |
| Shops with drop ladder to fire-escape out of place | MAR. | 2.8 |
| | SEPT. | .1 |
| Shops with fire-escapes ending in fire traps | MAR. | 6.5 |
| | SEPT. | 2.3 |
| Shops with exit to fire escape in shop obstructed | MAR. | 6.7 |
| | SEPT. | .7 |
| Shops with aisles to fire-escape narrow. | MAR. | 1.1 |
| | SEPT. | .1 |
| Shops with no fire buckets | MAR. | 3.4 |
| | SEPT | 1.7 |

## Improvements in Sanitation

| | 1913 | Percent of Total Number |
|---|---|---|
| Shops having no protection against glare from lights | MAR. | 2.8 |
| | SEPT. | 1.1 |
| Shops having no dressing facilities | MAR. | 2.7 |
| | SEPT. | 1.4 |
| Shops with insufficient washing facilities | MAR. | 3.1 |
| | SEPT. | .4 |
| Shops with dark water closets | MAR. | 2.5 |
| | SEPT. | .5 |
| Shops with dirty floors | MAR | 10.1 |
| | SEPT | 6.2 |
| Shops with dirty water closet floors | MAR. | 8.5 |
| | SEPT. | 2.6 |
| Shops with water closet flush out of order | MAR | 2.4 |
| | SEPT | 1.3 |

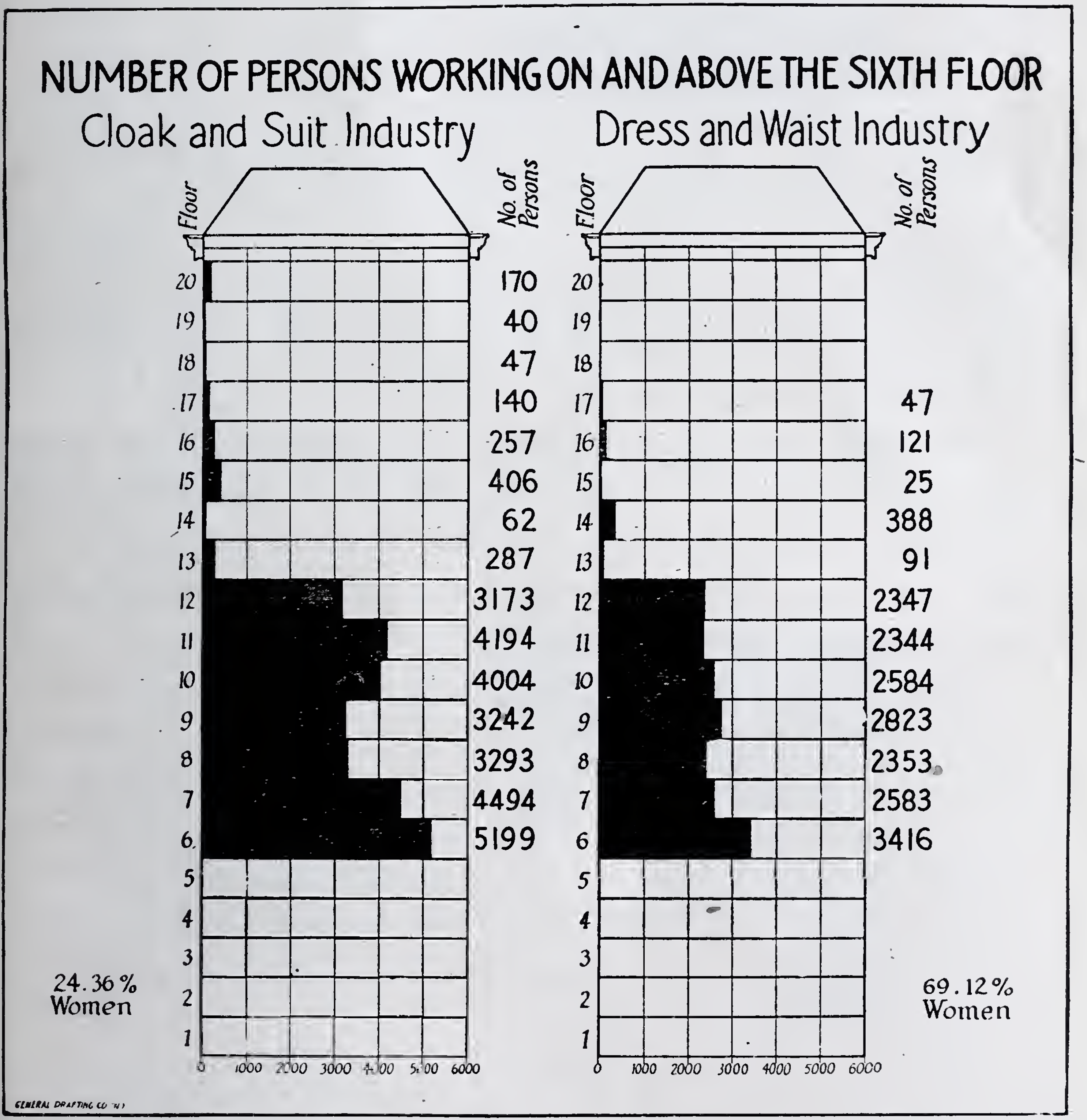
NOTE. *These figures, though they show the condition of the industry at the two inspections, do not, however, give an adequate idea of the results actually accomplished by the inspectors; for, in the Dress and Waist as well as in the Cloak and Suit Industry the constant uptown movement of the shops, and the entry of new shops with new defects into the inspection lists, constantly nullify and obscure many of the reforms obtained. Thus, in March 1913 there were 15 cases of "no fire-escape"; in September 11 such cases were reported. Actually, however, fire escapes were secured by the inspectors in 7 cases. In almost every case the number of defects remedied by the inspectors has been double that which the figures above given would indicate*

These figures show the number of shops in our industry which still have removable defects upon which our efforts are to be concentrated in order to improve conditions further. We may add also that only a small part (17.42 per cent), of all the workers are employed in these defective shops, and that the bulk of the workers (82.58 per cent), are in those shops which we have been able to put in Class "A."

Let it be distinctly understood that we do not claim, nor have we ever claimed, that even in those shops which are in Class "A" a casual observer or inspector will not find here and there some dirt or rubbish on the floor, an occasional water-closet out of order, a seat broken, walls marred and similar minor defects. Unless we could have one of our inspectors permanently stationed in each and every shop belonging to our two industries we should never dare assert that one may not occasionally find minor sanitary defects in the shops. With the heterogeneous mass of workers in the shops, with the large number of workers who are not yet sufficiently instructed and educated to our sanitary standards—it is impossible to hope for sanitary perfection. What we do claim (and this claim is supported by fact and open to proof), is that the general sanitary condition, the cleanliness of the walls, ceilings and floors, the light and ventilation and general cleanliness of the shops are as near perfect in our Class "A" shops as it is possible to expect at the present time, under present conditions.

What we consider most worthy of approval is that we have at last awakened the general mass of the workers to the importance of demanding cleanliness from the owners of the shops and to the necessity of contributing their share in improving the sanitary condition of these shops. This great gain we consider the most important part of our work. To carry it further is still the main task of the Joint Board of Sanitary Control. We have been successful in securing and maintaining considerable sanitary progress in the shops. Our greatest success in the future, however, will lie in making our work unnecessary by properly educating the workers as well as the employers to thorough cooperation in the maintenance of sanitary conditions.

What about fire dangers in the shops of the two industries?



NUMBER OF PERSONS WORKING ON AND ABOVE THE SIXTH FLOOR

GENERAL DRAFTING CO '11

What have we accomplished during the last three years? What progress has been made in safeguarding the lives of the workers and in removing the obloquy that our shops are fire-traps?

The data given in the body of this report speak for themselves. These show the number of fire-traps which have been condemned and the number which have been improved, the number of new fire-escapes provided, of fire-escapes having short drop ladders which have been properly adjusted and lengthened, of safe means of escape provided from fire-escapes, of obstructions to fire-escapes removed, of fire buckets provided, and other improvements in safeguarding the lives of the workers against fire which are due to our work. The report also shows our efforts in introducing fire drills in over 300 of the shops in the two industries and in maintaining these drills. We are extending this work and hope to extend it to all the shops in the industry.

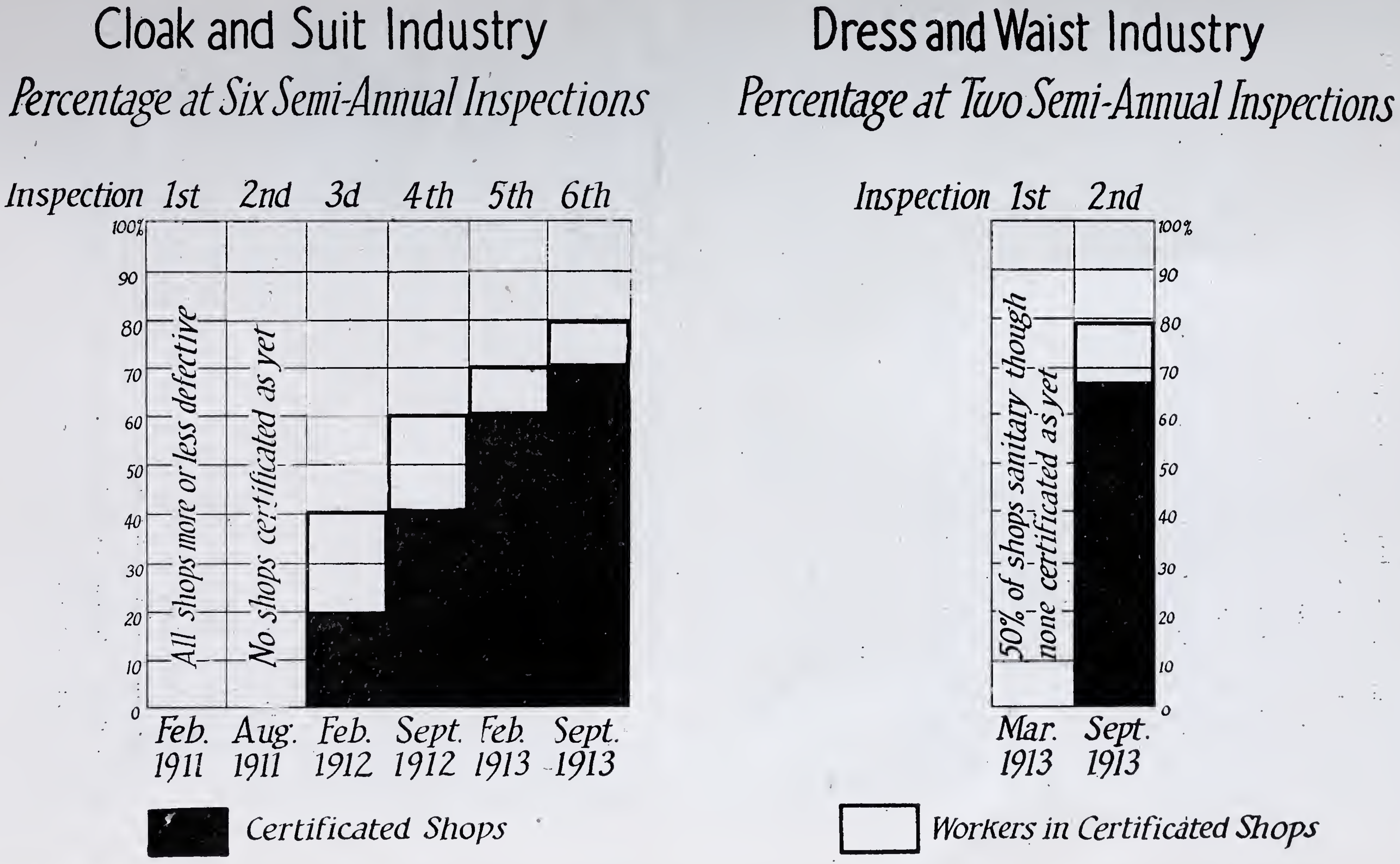
The report also shows the great cooperation which has been given the Board by the two Manufacturers' Associations, the managers of which have done valiant work in helping us in every way by strengthening our hands and making our work possible in the shops of their industries.

If, however, much progress can be shown in the matter of increasing the fire protection of workers in the Cloak and Suit and Dress and Waist Industries, we must reluctantly admit that we have not as yet abolished fire dangers in the shops of the industries nor do we ever expect to abolish them entirely under present conditions or to be able to say that the workers in the shops of the two industries are reasonably free from the dangers of panic and fire in their shops.

The reasons are obvious and have been pointed out many times during the last three years. The first reason may be called "The Curse of Tall Loft Buildings in Manhattan Island;" the second, "The Crime of Bad Internal Arrangements." The City is responsible for the first and perhaps the manufacturers for the second.

The reports show that 1,054 or 43.48 per cent of the shops are

# SHOPS HAVING SANITARY CERTIFICATES AND WORKERS IN CERTIFICATED SHOPS
## 1911 - 1913



Cloak and Suit Industry

*Percentage at Six Semi-Annual Inspections*

Dress and Waist Industry

*Percentage at Two Semi-Annual Inspections*

GENERAL DRAFTING CO., N.Y

located on and above the sixth story and that 48,130 workers or 59.86 per cent are working in these shops; that of these, 7,601 workers or 9.45 per cent of the workers in the industries are working in shops on and above the twelfth story. No other data are necessary. No matter how well fireproofed buildings are, no matter how well constructed their stairways may be, there is no one who can claim that there is not a terrible danger lurking in this very fact that so great a number of persons are working at so great a height above the ground in so crowded a city. This curse of tall loft building is one over which this Board can have no control and it cannot hope to improve conditions in the near future without driving the whole industry out of the City into the suburbs.

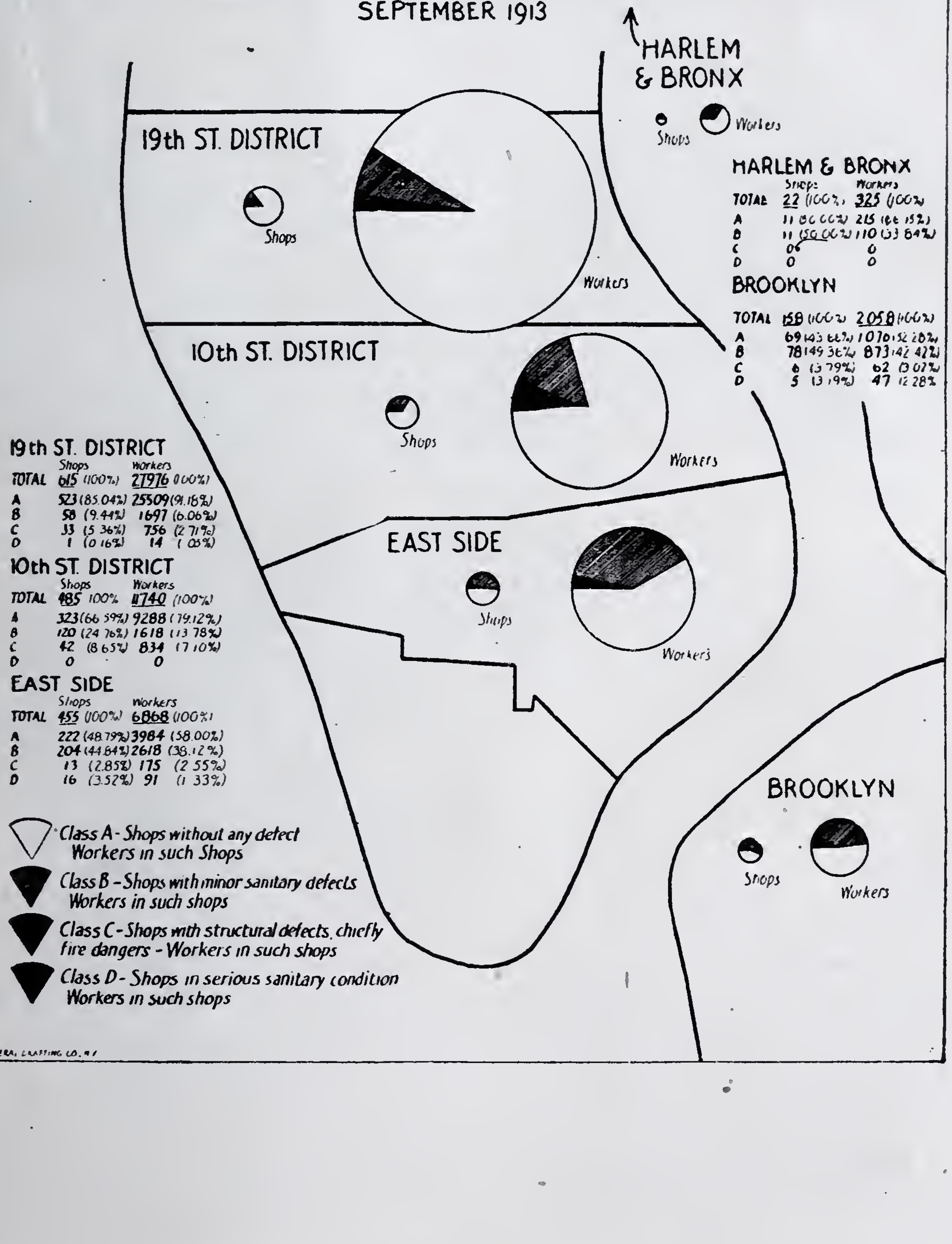
As to the second important reason for the fire dangers in the shops, which I have designated as "The Crime of Bad Internal Arrangements," this is a disease which is so deeply rooted in the maintenance and construction of all factories and factory buildings that it is impossible to hope for an amelioration in the near future. No matter how fireproof the building or its exits and no matter how perfect the means of escape from the building may be, each floor itself can never be free from danger in case of fire or panic as long as it is full of inflammable material, as long as its floors are made of wood, as long as it is criss-crossed by miles of partitions made of flimsy, inflammable wood and as long as it is littered up with piles of wooden boxes, etc., which seem to be an indispensable part of the business. The dangers from the conditions can be only partly met by automatic sprinklers, by wide aisles, by numerous fire buckets and extinguishers and by an efficient fire drill. This is about the best that can be done until such a time as loft buildings are so constructed as to have all floors and partitions made of fireproof material and until no wooden boxes are allowed in loft buildings.

What then is the work of the Board in the near future?

We shall continue our efforts to bring all our workers into Class "A" shops by removing those defects which are as yet found in the other three classes, which include only 17.42 per cent of the total number of workers in the two industries.

# SANITATION AND FIRE PROTECTION IN THE CLOAK AND SUIT INDUSTRY

SEPTEMBER 1913


HARLEM & BRONX
Shops
Workers
19th ST. DISTRICT
Shops
Workers
10th ST. DISTRICT
Shops
Workers
EAST SIDE
Shops
Workers
BROOKLYN
Shops
Workers
Class A - Shops without any defect Workers in such Shops
Class B - Shops with minor sanitary defects Workers in such shops
Class C - Shops with structural defects, chiefly fire dangers - Workers in such shops
Class D - Shops in serious sanitary condition Workers in such shops
GENERAL DRAFTING CO. N.Y.

**HARLEM & BRONX**

| | Shops | Workers |
|---|---|---|
| TOTAL | 22 (100%) | 325 (100%) |
| A | 11 (50.00%) | 215 (66.15%) |
| B | 11 (50.00%) | 110 (33.84%) |
| C | 0 | 0 |
| D | 0 | 0 |

**BROOKLYN**

| | | |
|---|---|---|
| TOTAL | 158 (100%) | 2058 (100%) |
| A | 69 (43.66%) | 1070 (52.28%) |
| B | 78 (49.36%) | 873 (42.42%) |
| C | 6 (3.79%) | 62 (3.02%) |
| D | 5 (3.19%) | 47 (2.28%) |

**19th ST. DISTRICT**

| | Shops | Workers |
|---|---|---|
| TOTAL | 615 (100%) | 27976 (100%) |
| A | 523 (85.04%) | 25509 (91.16%) |
| B | 58 (9.44%) | 1697 (6.06%) |
| C | 33 (5.36%) | 756 (2.71%) |
| D | 1 (0.16%) | 14 (.05%) |

**10th ST. DISTRICT**

| | Shops | Workers |
|---|---|---|
| TOTAL | 485 100% | 11740 (100%) |
| A | 323 (66.59%) | 9288 (79.12%) |
| B | 120 (24.76%) | 1618 (13.78%) |
| C | 42 (8.65%) | 834 (7.10%) |
| D | 0 | 0 |

**EAST SIDE**

| | Shops | Workers |
|---|---|---|
| TOTAL | 455 (100%) | 6868 (100%) |
| A | 222 (48.79%) | 3984 (58.00%) |
| B | 204 (44.84%) | 2618 (38.12%) |
| C | 13 (2.85%) | 175 (2.55%) |
| D | 16 (3.52%) | 91 (1.33%) |

After we have succeeded in putting all our shops into Class "A" we shall add to our sanitary standards by requiring certain important sanitary improvements which would again divide our shops into two classes and which would make our efforts to improve sanitary conditions more progressively valuable.

We shall continue to demand and get the abolition of those minor and other defects in fire protection which are still found in a number of our shops. After we have completely abolished these defects, we shall begin on the important work of removing inflammable boxes and of fireproofing the partitions in the shops.

We shall extend our fire drill work and shall insist that each and every shop in our industries, especially those which are located above the fifth floor, shall institute and maintain efficient fire drills.

We shall continue and increase our educational work among employers and especially among the workers so as to have a representative of our Board among the workers in every shop to see that the sanitary conditions of the shops are as near perfect as possible and to report to us any defects that may be found.

Finally, we shall continue and shall greatly extend the very important health agitation which we began this year among the workers. We shall make it our guiding task to endeavor to eliminate all infectious diseases and especially the dread white plague from among the workers so that our workers may be sure that there is no infection in their midst and so that the public may be assured that the product of the shops in the two industries is as reasonably free from infection as it is possible to guarantee under the circumstances.

There is much work therefore for us to do in the future. In doing it we shall be guided by the principles which have underlain the existence of the Board until now and shall hope for the continuance of the hearty coöperation we have always had from the employers, the Manufacturers' Association in both industries, the workers and the members of the two Unions, and last but not least, from the intelligent public.

# Historical Sketch of the Work of the Joint Board of Sanitary Control.

## I.

## THE ORGANIZATION OF THE JOINT BOARD OF SANITARY CONTROL.

### The Rapid Growth and Present Importance of the Women's Clothing Industry.

Twenty-five years ago the women's clothing industry was hardly in existence. Practically all clothing, with the exception of a very coarse and cheap grade, was made at home or by private tailors and dressmakers. Within the last fifteen years, however, a great manufacturing industry has developed involving a vast organization and peculiar problems, employing hundreds of thousands of workers in thousands of establishments, and, at the present time, the manufacture of clothing is by far the leading industry in New York City, having outstripped all others.

### Cloak and Suit Manufacture.

One of the most important branches of this industry is the manufacture of women's cloaks and suits. In 1910 there were in New York City something like 60,000 people employed in about 2,000 factories producing women's cloaks and suits to the extent of about $250,000,000.00 worth a year.

### The Unsettled Condition of the Industry.

Conditions in the cloak and suit industry have always been peculiarly unsettled; dissatisfaction among the workers widespread; strikes of constant occurrence; the seasonal character of the work, accentuated by the impossibility of foretelling what fashions will be, adding to the unsettled state of things. Gains in working conditions made by the enforcement of demands during the rush season were always speedily lost when work was slack again and the best employers, if they sought to maintain the conditions they would like to see, found themselves at a disadvantage in competition with the more unscrupulous.

The unsettled and unsatisfactory state of things brought a long and constant succession of strikes which were a serious drain upon both workers and manufacturers.

## The Strike of 1910 and the "Protocol of Peace."

Finally, however, the settlement of the great strike of 1910 by the now famous "Protocol of Peace" gave a new lease of progress to the industry. Besides the settlement of certain immediate demands, the Protocol provided for the elimination of strikes by the arbitration of all disputes between workers and employers, for the standardizing of conditions in the industry, and for the progressive adjustment of wage conditions. It established also a Joint Board of Sanitary Control to govern all matters of sanitation in all cloak and suit factories.

## The Joint Board of Sanitary Control.

Article Fifteen of the Protocol reads as follows:

> "The parties hereby establish a Joint Board of Sanitary Control, to consist of seven (7) members, composed of two nominees of the Manufacturers, two nominees of the Unions, and three who are to represent the public; the latter to be named by Meyer London, Esq., and Julius Henry Cohen, Esq., and in the event of their inability to agree, by Louis Marshall, Esq.
>
> "Said Board is empowered to establish standards of sanitary conditions, to which the Manufacturers and the Unions shall be committed, and the Manufacturers and the Unions obligate themselves to maintain such standards to the best of their ability and to the full extent of their power."

In October, 1910, the Board was organized with the following membership:

Counsel for the Board—Julius Henry Cohen, Meyer London.

Officers—Wm. Jay Schieffelin, Chairman; Dr. Henry Moskowitz, Secretary; Lillian D. Wald, Treasurer.

Representatives of the Public—Wm. Jay Schieffelin, Henry Moskowitz, Lillian D. Wald.

Cloak, Suit and Skirt Manufacturers' Association—Max Meyer, S. L. Silver.

Cloak and Skirt Makers' Union—Benjamin Schlessinger, George M. Price, M. D.

## II.

# WORK OF THE FIRST HALF YEAR.

## Plan.

The first work of the Joint Board of Sanitary Control was to make a complete and thorough investigation of conditions in the shops of the industry in order to find out accurately what the problems were it had to meet and in order to secure the data necessary to the formulation of practical sanitary standards for the industry.

A Committee of Investigation was appointed consisting of Dr. George M. Price, Chairman; Lillian D. Wald and S. L. Silver.

After conferences with prominent sanitary and industrial experts and examination of the methods employed by various city and state departments and other sanitary agencies, the plan was elaborated for the first investigation which the Chairman of the Committee undertook with the aid of a Chief Inspector and eight assistants; (four of the inspectors being men and four women).

Besides the general survey of all the shops, a special study of Ventilation in Cloak and Suit Shops was made by Dr. C. T. Graham-Rogers, Medical Factory Inspector for the Department of Labor.

## Budget.

A temporary budget of $2,000.00, contributed to equally by the Manufacturers' Association and the Unions was approved.

## The First Survey of the Industry.

(a) GENERAL VIEW—The first survey of the industry was made during January, February and March in 1,243 out of a list of 1,549 shops furnished by the Unions, (306 out of the 1,549 shops not having been found or having removed). Most of the shops were situated in the Borough of Manhattan—500 below Houston Street, 718 between Houston and Thirty-fourth Streets. Twenty-five shops were in Brooklyn and Brownsville. The data were tabulated for 1,200 of these shops, in which 36,941 people (25,536 men and 7,378 women), were found working.

It was discovered that all of the shops from the "poorest" in the attic or cellar of some old, converted tenement to the "richest and biggest" in loft buildings of the most modern type, suffered "from various sanitary defects peculiar to this industry and to the city." None of the shops with perhaps one exception could be said to be in a thoroughly good condition from the point of view of sanitation and fire prevention. Yet to quote the First Annual Report:

> "The unsafe and unsanitary conditions of cloak shops...... are of course not peculiar to this trade alone, nor indeed in this industry the worst. In justice to the industry, it must be stated that the shops in the cloak trade are not only not the worst in the city, but are actually better than those of a large number of similar industries in New York City, and it is only because the cloak industry is the first to make a general survey of its shops that conditions have been discovered as they are."

The chief menace to the lives and health of the workers in the industry was found to come:

(1) from the startling inadequacy of protection against fire dangers;

(2) from the lack of sanitary care: from dirty floors, ceilings, walls, water-closets, accumulations of rubbish, defective plumbing, etc.;

(3) from the lack of certain sanitary necessities, such as adequate water-closets, washing facilities, receptacles for rubbish, etc.;

(4) from the lack of adequate means of ventilation, from overcrowding, and the pollution of the air by the use of coal and gas irons, etc.;

(5) from the strain upon the eyesight due to inadequate lighting and the lack of protection from glare;

(6) from certain harmful effects of the work itself.

According to the report of the Chairman of the investigation,

> "The harmful effects of the work itself are limited to the necessary stooping posture assumed by machine operators, to the exertion caused by working the machine where foot power is used, to the eye strain caused by the minute seams and delicate threads and stitches of fine work. But most of the harm to the health of the workers is due, as already indicated, to the long hours, the over-exertion due to the piece system of work, to the over-fatigue during rush seasons, and to the worry during the absence of work......The real menace to the health of the workers, however, and the real danger to their lives lies not in the nature of the industry itself, but in the defective sanitary conditions of the shops......in the inadequate provisions for fire protection, in the insufficient light and illumination, in the overcrowded and unventilated shops, in the lack of cleanliness, and in the absence of needed comforts and conveniences."

(b) THE LOCATION OF THE SHOPS—Of the 1,200 shops investigated, 1,076 were found to be in loft buildings, 124 in converted tenements and 18 in rear houses. The significance of this statement is striking, for though the sanitary conditions were as a rule much better in loft buildings, the dangers from fire in these taller buildings with their inadequate and frequently defective means of escape, were found to be much greater. To quote the First Annual Report:

> "Where a large number of persons are massed together in one industrial establishment, in a building from six to twelve stories high, with a vast accumulation of inflammable materials within the building, with no means or inadequate means of escape during fires, the dangers to the lives of the thousands of workers are very great indeed.
>
> "......The largest part of the shops in the industry are no longer located on the unsanitary East Side, but the so-called 'Fifth Avenue Shop', while it represents a great gain in light, ventilation and cleanliness, means also a great loss in safety. The menace to the lives of the workers in the high loft buildings is perhaps much greater than the dangers of the unsanitary workshops of the tenements of the East Side."

(c) FIRE PROTECTION—With regard to fire protection the report continues as follows:

> "The fire escapes as at present constructed are worse than if there were none. They simply give a false sense of security. As a matter of fact, they are a very ineffective, inadequate, unreliable, insecure and dangerous means of escape during fires. The ordinary fire escape, even of good construction, is at best but a snare and delusion in large high loft buildings. With the large number of workers on each floor it would take hours in some loft buildings before all of the workers could go down by means of the fire escapes."

It was the effort of the Board to assure itself, however, that these escapes, though inadequate, were at least in good condition. The first survey showed that 14 shops were in buildings with no fire-escapes at all, 101 in buildings in which the drop ladders of the fire-escapes were out of reach or lacking altogether; in 78 shops the openings to the fire-escapes were obstructed; in 23 shops the doors were locked during the day; in 1,173 the doors opened IN; in 58 shops the halls and stairways were dark; in 51 the treads and rails of the stairways were defective. Moreover, all of the shops were found to be in a very inflammable condition containing inflammable materials, the floors being littered with scraps of woolen and cotton goods and piled up with huge pine packing boxes.

(d) LIGHT AND ILLUMINATION—In 373 shops the natural light was inadequate during the day time. In practically none of the shops was there any protection of the eyes of the workers against glare from the lights. If the light used was gas, it was almost invariably guarded to protect the materials used in the work, but never to spare the eyesight which was already under great strain from the high speed and close attention which the work required.

(e) VENTILATION—In 38 shops the ceilings were eight feet or less than eight feet in height. In 2 shops the air space was less than the scant 250 cubic feet required by law. One thousand and thirty-two shops were lighted by gas at some time or other; 423 were heated by stoves, and in 1,037 the irons were heated by gas.

Upon the ill effects of gas irons, the First Annual Report comments as follows:

> "The gas is conducted to the irons by means of long rubber tubes filled with illuminating gas, and by the iron gas tubes from the fixtures. These pipes and tubes are very often leaky, so that many of the operatives are constantly inhaling considerable quantities of poisonous CO gas. The effects of such CO intoxication are anaemia, headaches, anorexia, etc."

According to the special report on Ventilation,

> "when artificial illumination becomes necessary, and gas is used, the conditions are rendered still worse."

Moreover,

> "one of the causes of unsanitary shops is the presence of food. In many shops the employees eat while at work; the result is that the food becomes scattered about the floor and under the benches, decaying and becoming fertile ground for bacterial growth, as well as vitiating the atmosphere. Such conditions are especially prevalent where the sale of foodstuffs is permitted in the factory, for as a rule the stalls and storage boxes used by the peddlers are not clean.
>
> "In the old buildings in the congested districts an added danger is the presence of bedding in the shops. Here there is not only fertile ground for bacterial growth, but also propagation of vermin, and in many instances the cause of disastrous fires. The tables show that where bedding was present organic matter was very high, and bacteria numerous.
>
> "Analyses show that the amount of dust in the factories is rather high, and yet the industry is not classed as a dusty one. That the dust is not readily perceptible is probably due to its being organic and light, and generated in the course of cutting and sewing the goods. The extreme fineness, as well as the irritating properties of the cotton and wool fibres, which compose the greater part of this dust, make it a source of danger to the workers' health. The large number of garment workers who are treated for pulmonary diseases in the clinics and hospitals fully establishes this fact.
>
> "The results of the investigation clearly demonstrates that the atmospheric conditions found in the majority of the shops is not conducive to good health, and should be remedied."

(f) SANITARY CARE—In this first investigation all of the shops without exception were found to be more or less defective in some point or other of sanitation, though in many of them the defects were slight. Of the more seriously defective, 144 shops were found to have dirty walls, ceilings and floors. In 101 shops the water-closets were open to other occupants of the building; in 111 shops the water-closets were in the halls; in 12 they were in the yards; in 142 shops the number of water-closets was inadequate; in 6 they were not properly separated; in 413 shops the walls, ceilings and floors of the water-closet apartments were dirty; in 400 shops the water-closets were in bad condition; in 60 they were out of order.

An idea of the sanitary condition of these shops at their worst may be had from the following report made by one of the inspectors:

> ''On investigating the shop of ......................., I beg to report the following conditions existing thereat:
>
> ''(1) That the yard hopper water closets in the first and rear yards of premises are obstructed with excreta, are not properly flushed, the pipes frozen, and the water closet apartments overfilled with dirt.
>
> ''(2) That the yard of the second rear house is dirty with offensive refuse.
>
> ''(3) That the rain leaders on second and first rear houses are obstructed with ice, causing overflowing therefrom and dampness in building.
>
> ''(4) That the stairs and floor of balconies of rear houses are insecure and unsafe.
>
> ''(5) That the floor of shop is insecure and unsafe.
>
> ''(6) That the floor of shop is littered with rubbish and offensive refuse, and that walls and ceiling of shop are dirty and offensive, and have not been whitewashed for more than a year.
>
> ''(7) That the glass panes of windows are dim and dirty.
>
> ''(8) That there are no cuspidors nor receptacles for storage of waste and refuse.
>
> ''(9) That the old disused brick ironing oven in the southeast corner of the shop is broken, dilapidated, crumbling, partly full of dirt and offensive refuse, and is a source of dust and dirt.
>
> ''(10) That the cast iron sink on premises is old, corroded and leaky.
>
> ''(11) That the wooden slats of the floors of outside stair balconies are insecure and unsafe—there are no other means for escape from fire.
>
> ''It is my opinion that the shop is not a fit place for work. I therefore recommend that this shop be vacated.''

(g) RESULTS OF THE FIRST SURVEY—The purpose of this first survey was, as before stated, to get the data upon which to proceed; yet ''the immediate result of the inspection'' is reported to have been "a noticeable improvement in the sanitary conditions in many shops and as soon as it became generally known that the inspectors of the Joint Board of Sanitary Control were making an investigation of all the shops, the employers vied with each other in requesting the inspectors and members of the Board to suggest certain means of improving the sanitary conditions of their shops. On the part of the workers a rather exaggerated hope for the coming 'sanitary millenium' was expressed."

(h) COST OF THE SURVEY—

| | | |
|---|---|---|
| Total paid to inspectors | | $628.00 |
| Total paid to Chief Inspector | | 230.00 |
| Average cost of each inspection | $.69 | |
| Total paid to office and tabulating force | | 111.00 |
| Total paid to Stenographer and Secretary | | 190.00 |
| Office equipment, schedules, etc. | | 176.82 |
| Total office expenses | | 24.27 |
| Badges | | 11.00 |
| Photographs | | 74.94 |
| Total cost of investigation | | $1,446.03 |

## Other Work of the First Half Year.

Besides the first general investigation the inspectors of the Board made special inspections in answer to complaints. Twenty-one complaints, chiefly from the Unions, were received. Of these 18 complaints were found to be valid; 14 were referred to the Health Department, and 2 to the Labor Department. One of the shops complained against was condemned by the Joint Board of Sanitary Control and subsequently removed to a more sanitary location. The following is a specimen of the method in which complaints were met:

New York, April 18, 1911.

Mr. S. Metz, District Manager,
113 Delancey Street, New York City.
Joint Board of the Cloak and Skirt Makers' Union.

Dear Sir:

Upon receipt of your complaint of March 27, against the shop of ................, located at .................., our Chief Inspector and a member of this Board made inspections. A report was presented to the Board.

At a meeting of the Joint Board of Sanitary Control, held on April 17th, the shop of ........... was declared in its opinion to be unsanitary and unfit for working purposes. The Board instructed me to inform the Union and the proprietor of the shop of its decision.

The following conditions were found in the shop by our Chief Inspector. We quote.

''The cellar is used as a work shop to manufacture custom made suits, etc. Fourteen people employed therein. The ceiling is below level of sidewalk; artificial light used during the day. Said cellar is not sufficiently ventilated, and is close and oppressive. No means of escape in case of fire but the stairway leading to cellar from store, and a dangerous exit. In my opinion, this cellar is not a fit place to manufacture suits, coats, etc.''

Under the Protocol, the Union and the Employers' Association are obligated to enforce the standards set by the Joint Board of Sanitary Control. In accordance with the Protocol, therefore, the Board recommends that the Union communicate these facts to the workers in the shop and recommend to them that they refrain from working until ................ has moved his shop.

This letter is a communication only to the officers of the Union, and is regarded as privileged.

Very respectfully yours

SECRETARY.

In March, 1911, impressed as it was by the startling lack of adequate fire protection, the Board prepared a list of fire-traps in the buildings occupied by the shops within its jurisdiction and sent the list to the Mayor and to the Building, Fire and Police Departments. It sent the list to the Unions also with the warning that their members in the shops specified worked at the risk of their lives; and a separate notification in each case to the shop owner that his premises were unsafe. Shortly after this, public attention was brought more forcibly to the crying need for greater protection against fire danger by the tragedy of the ''Triangle'' fire.

## The Establishment of Sanitary Standards.

Soon after the completion of the first general survey a Committee on Sanitary Standards was appointed consisting of Dr. George M. Price, chairman, Lillian D. Wald and Max Meyer. The problem which the Committee had to meet was a difficult one—to establish standards of safety and sanitation which would be both fair and practical; standards, not too high to enforce, yet high and far-reaching enough to secure all possible progress in the sanitary condition of the industry. The following standards were finally adopted in June:

### SANITARY STANDARDS.

1. No shop to be allowed in a cellar.

2. No shop to be allowed in rear houses or attic floors without special permission of the Board.

3. Shops located in buildings two stories or more in height must have one or more fire escapes.

4. All fire escapes to be provided with ladders to the roof of same house or to an adjoining house; also with full-length drop ladders properly located and adjusted.

5. In all shops which are not provided with automatic sprinklers, there should be kept a sufficient number of chemical extinguishers, or a sufficient number of fire buckets, properly located and filled.

6. Special caretakers to be appointed in each shop for the care of the fire buckets, and for their use in case of fire.

7. All openings and exits to fire escapes to be left unobstructed by tables, machines, boxes, partitions and iron bars.

8. No doors to be locked during working hours.

9. No smoking to be permitted in workshop.

10. Conspicuous signs placed throughout the shop, marking location and direction of exits and fire escapes.

11. Fire-proof receptacles, lined with tin, and having a tin cover, to be provided, in sufficient numbers, for rubbish.

12. Halls and stairways leading from shops to be adequately lighted by natural or artificial light.

13. Stairs to be provided with secure handrails and safe treads.

14. Sufficient window space to be provided for each shop, so that all parts of the shop will be well lighted during the hours from 9 A. M. to 4 P. M.

15. Where gas illumination is used, arc lights or incandescent mantles should be used.

16. All lights to be well shaded, to be placed above operatives, and not too near them.

17. At least 400 cubic feet of space, exclusive of bulky furniture and materials, should be provided for every person within the shop.

18. The shop should be thoroughly aired before and after work hours, and during lunch hour, by opening windows and doors.

19. No coal should be used for direct heating of irons, and whenever stoves are used for heating shops they should be surrounded by metal sheet at least five feet high.

20. Walls and ceilings of shops and water closet apartments should be cleaned as often as necessary, and kept clean.

21. Floors of shops, and of water closet apartments, to be scrubbed weekly, swept daily, and kept free of refuse.

22. A separate water closet apartment shall be provided for each sex, with solid partitions to extend from floor to ceiling, and with separate vestibules and doors.

23. Water closets to be adequately flushed and kept clean.

24. A special caretaker to be designated by the employer to the care of the shop and water closet apartments.

25. A sufficient number of water-supplied wash basins to be provided in convenient and light locations within the shop.

26. Suitable hangers should be provided for the street clothes of the employees, and separate dressing rooms to be provided wherever women are working.

27. Water closet apartments, dressing rooms, wash rooms and lunch rooms to be properly lighted, illuminated, ventilated, cleaned, and kept clean.

28. All seats to have backs.

## Permanent Organization of the Board.

After the sanitary standards of the Board had been established a plan for the permanent organization of the Board with an annual budget of $7,000.00 was submitted to the Manufacturers' Association and the Unions, and adopted; and the work of enforcing the standards was begun under an Executive Committee consisting of George M. Price, Chairman; Max Meyer and the officers of the Board ex-officio.

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## III.

## WORK OF THE SECOND HALF YEAR.

### Enforcement of the Sanitary Standards.

The following procedure was settled upon to make the work of enforcing the standards of the Board as effective as possible:

Whenever the inspectors found conditions in violation of the standards

(1) a statement of the wrong conditions existing was sent to the shop owner;

(2) later a second inspection was made, and, if the first notice had been ineffective, the inspector interviewed the shop owner, pointed out to him the defects and the remedy required;

(3) if neither the first notice nor the personal persuasion of the inspector secured the necessary compliance, the shop, if it belonged to the Association, was referred to that body; if it was not an Association shop the matter was referred to the unions for enforcement, the final resort being the sanitary strike.

The following extract from Bulletin 98 of the United States Bureau of Labor (Pages 254-255), puts the matter very well:

> "A most interesting aspect of the workings of the Protocol is that while its originators intended to establish everlasting peace in the industry, without lockout or strike or other embroilments, they did, in fact, establish a unique, practical, militant striking machine. To this militant power is due a part of the splendid achievements of the board. from time immemorial there have been strikes for the shorter workday, for increase in wages, and against intolerable working conditions. The strike on account of the unsanitary conditions of the shop is an entirely

new weapon, and is unique in that it directs the full strength of the associated employers and employees alike against the offending party.

''The sanitary strike is the final step in a carefully regulated procedure, which begins with the inspection of a shop by the Board of Sanitary Control, either in the course of its regular work or in response to a complaint from workers employed there. If sanitary conditions do not reach the standard agreed upon, the employer is notified, and if a second inspection shows that he has not acted upon the notice he is visited and reasoned with. If he still continues obdurate, notice to that effect is sent to the Manufacturers' Association and to the unions. Thereafter, until he complies with the notifications of the Board of Sanitary Control, no member of a union will work for him, and no manufacturer in the Association will give out work for him to do, or handle any garment made in his shop. Practically there are only two alternatives before him—to comply or to go out of business. If the condition of the shop is very bad, the employer may be notified after the first inspection that it is unfit for occupation, and if he refuses to vacate it the strike may be called without further parley.

''In the eyes of the collective interests the sanitary strike is entirely justifiable, inasmuch as it is in the interest of humane conditions. Both sides agree in looking upon it as the only means of lifting the industry out of the condition to which it has been brought by the unscrupulous employer.

''During the first full year since the establishment of the Board of Sanitary Control there were 27 sanitary strikes, involving about 350 people. The average duration of such strikes was a fraction over one week in each instance. None of these strikes was against any member of the Manufacturers' Association.''

In the case of sanitary conditions seriously menacing the health and calling for immediate attention, the matter was at once referred to the Health Department. Forty-six cases were referred to the Health Department during the first year.

In the case of fire dangers beyond the direct power of the Board to remedy, the method was to refer the matter to the official bodies having it in control; though, while legislation was pending no reference, with the exception of the 55 cases of fire traps, referred to the city departments in March, was made.

Whenever the defects discovered were not only violations of the standards of the Board, but violations of the Labor Law also, the case was referred to the Labor Department. Only two such cases were referred during the first year, however. The main reliance of the Board had to be placed upon its own machinery of enforcement, especially as the sanitary standards of the industry exceeded in most respects the requirements of the State Law and City Ordinances.

## The Work of the Inspectors During May, June and July.

Two inspectors were appointed for the work of bringing up to standard 823 of the shops which had been found defective during the

February investigation. For this work those more seriously defective shops were chosen in which the remedy of defects did not call for radical structural changes and could therefore be speedily and effectively accomplished. A total of 1,693 inspections was made during May, June and July: 75 inspections on complaint, 168 inspections of new shops or shops removed to new quarters and 1,450 general reinspections to remedy defects. The success of the work may be judged from the statement that on May 1st, 197 of the 823 shops were defective in fire protection and 626 in sanitary care; on July 15th, 29 of the shops having removed, 740 of the remaining had made the required improvements, only 54 being left on the defective list.

## Sanitary Certificates.

To strengthen the work of enforcement the Board adopted the plan of granting Sanitary Certificates to all manufacturers who, having fully conformed with the standards of the Board, could be commended for having "safe and sanitary" establishments. This expedient of adding reward for compliance to punishment for violations in securing conformance with the standards of the Board proved successful; for many shop owners in order to have the public commendation of conditions in their shops which the certificates conveyed, offered to make and did make improvements which the inspectors of the Board suggested.

## Educational Work.

Nevertheless, it soon became evident that the actual power of the Board, having no legal basis and depending as it did upon the good will of the employers and the workers and on the ability of their organizations to bring effective pressure to bear on delinquent members, was necessarily limited. At the same time it was obvious that ignorance as well as negligence on the part of both manufacturers and workers was responsible for most of the bad conditions in the industry. Accordingly, a campaign of education was begun.

The employers were reached:

(1) by personal interviews (which proved an effective means),

(2) through the Sanitary Certificates afore-mentioned,

(3) by means of articles in the newspapers,

(4) by the publication and distribution of special educational bulletins.

The workers were reached—

(1) by means of these bulletins,

(2) through frequent conferences with the Union leaders and lectures before the Unions,

(3) by lectures in the factories,

(4) by the exhibition of photographs, etc., at various meetings and outings of the workers,

(5) through articles in the press,

(6) by the organization of Sanitary Committees among the workers in each shop to secure from the workers their share in keeping the shops in good condition and reports of violations or neglect on the part of the shop owners.

## The General Reinspection of the Industry.

In August, 1911, the first complete reinspection of the industry was made to ascertain the progress achieved. The second inspection was, however, in many respects a second preliminary survey, for many new shops (538 or almost 50 per cent more than in the first inspection), were added to the lists. Twelve hundred shops were found at the first inspection, 1,738 at the second.

(a) FIRE PROTECTION—In the matter of fire protection the returns did not show great progress for the industry as a whole, partly on account of this discovery of a large number of new and defective shops, partly on account of the fact that radical structural changes in defective fire-escapes can only be brought about through the slow action of the State Law; and because of the fact that the constant uptown movement of the shops into new quarters nullified much of the gain actually achieved. Thus, whereas in February, 1911, only 14 shops were in buildings having no fire-escapes, in August 63 were found in such buildings; 236 were found in buildings where the fire-escapes had no drop ladders or drop ladders which were useless in that they were hung out of reach; in 153 shops the openings to the fire-escapes were obstructed; in 25 shops the doors were found to be locked during the day, etc., etc., showing an increase in the number of cases of each defect.

The following summary taken from the First Annual Report gives a good idea of the fire dangers existing at this second inspection:

### ‘‘Fire Dangers and Fire Protection.

One thousand four hundred and fourteen of our shops are located in loft buildings, none of them less than 6 stories high.

One hundred and eighty-three shops, with 5,316 employees, are on the sixth floor; 121, with 4,304 employees, are on the seventh floor; 114, with 3,397 employees, are on the eighth floor; 111, with 3,285 employees, are on the ninth floor; 52, with 2,531 employees, on the tenth floor; 48, with 3,015 workers on the eleventh; and 32 shops, with 1,984 workers, are on the twelfth floor.

With 23,832 persons in the trade working above the sixth floor, 60 and more feet above the sidewalk, the following dangerous conditions have been found in *all* of the shops *without* exception:

1. *All* loft building floors are divided and subdivided into many sections by flimsy, wooden, highly inflammable partitions, offering ready material for flames, and at the same time obstructing passages to exits.

2. *All* shops contain inflammable materials, floors are littered with scraps of woolen and cotton goods and filled with huge pine packing boxes.

3. Of the 1,414 loft buildings in which our shops are located, but 128 are provided with automatic sprinklers, and but in 15 is there some sort of a fire drill.

The above dangerous conditions are prevalent in *all* shops. It is almost impossible to remedy these evils in *one industry* with the best wishes of all concerned. To make the radical changes in loft construction and arrangement the power of the State must be invoked. This is, however, not the case with the following defects in fire-escape facilities as found in *some* of the shops:

| | |
|---|---|
| Shops in buildings without ANY fire-escapes.... | 63 |
| Fire-escapes with no or badly placed drop ladders. | 236 |
| Shops with opening to fire-escapes obstructed... | 150 |
| Doors in shops opening in.................... | 1,379 |

| | |
|---|---|
| Doors in shops found to be LOCKED during working hours | 25 |
| Chemical extinguishers lacking | 1,603 |
| Unsafe treads on stairs | 12 |

There cannot be any excuse for the above enumerated defects. *These* defects *can, may* and MUST be remedied. They WILL be remedied if the Joint Board of Sanitary Control continues to have the support it enjoys from the employers and from the workers.''

A more complete review of the dangers found and the scope of the Board's investigation of the fire problem in this second re-inspection may be found in the First Annual Report (Pages 46-54), if a more particular statement is desired.

(b) AIR, VENTILATION AND OVERCROWDING—At the first inspection there were 38 shops in which the ceilings were eight feet or less than eight feet in heighth; 2 shops in which there were less than the two hundred and fifty (250) square feet of space per person which the law required. ''While the investigation into the sanitary conditions of the shops did not disclose any legal overcrowding,'' read the report, ''there being but two shops with less than the legal 250 cubic feet of space per individual, it must be remembered that the investigation was carried on during a comparatively slack season, with 87% of the shops working with but two-thirds of their reported full force, and with only 5% of them working with their full quota of employees.

''Moreover, the legal space of 250 cubic feet per person is ridiculously inadequate, and our inspectors report shops evidently overcrowded with operatives working very close to each other, with very little free space available, but which, upon measurement, contained the necessary 250 cubic feet of space. It is evident that with the ceilings 10 feet high, a 250 cubic feet space gives but 25 square feet of floor space, or floor of about 4 x 6 feet; obviously, a very small space indeed. If we add to this the fact that no deduction is made for the space occupied by machinery, persons, and by bulky material, the free space left under the legal 250 cubic feet standard, is still further reduced.''

At the second inspection no shops were noted having the defect of overcrowding beyond the legal limit, though the practice in many establishments of crowding well up to the legal limit during the height of the rush seasons could not be doubted. Yet though the

Board adopted as one of its standards a minimum of 400 cubic feet of space per person, the enforcement of even the legal requirement was found to be a difficult matter. For the seasonal character of the work involving as it does a long slack period, makes the renting of a loft large enough to accommodate all the workers required during the brief height of activity, almost prohibitive in many cases.

(c) LIGHT AND ILLUMINATION—The Board reported little progress in the lighting of the shops. To quote the report:

> ''In the large loft buildings, where the window area is large and where there are windows on two or more sides of the shop, the natural light would be abundant and adequate if it were not for the numerous and ubiquitous high partitions in which loft space abounds. Not only do these partitions endanger the lives of the employees in case of fire, but they very seriously interfere with illumination.
>
> ''The employees of cloak shops who suffer most from insufficient light are the pressers, whose benches are mostly placed in the center of the room or loft, and are surrounded by six to eight feet high partitions, seriously interfering with the light coming from the windows and compelling the pressers to use artificial light almost the whole day to the detriment of the eyes and health.
>
> ''The intensity of the light falling upon the work of the operators depends much upon the proper position of the machines, which are more often improperly and wrongly placed, while the occupation of the window side of the loft by the show, office, and ornamental rooms, further reduces the window space available in the lofts for the workers.
>
> ''The basters and finishers, mostly women, are also great sufferers. Their benches are commonly placed between two rows of machines, and their light is shut off by the operators and their garments.
>
> ''During the February, 1911, inspection it was found that 60.65 per cent of the shops used illuminating gas, 25 per cent both gas and electricity, and 14 per cent electricity, exclusively. The August, 1911, inspection showed 1,086 shops out of 1,738 using gas, 382 electricity, and 257 gas and electricity.
>
> ''Where gas illumination is used, the light comes from ordinary gas-pipe, two to four arm-chandeliers, fitted with ordinary flame tips. Very often gas-pipe arms are made to descend to the machine and are protected by wire guards to prevent the material from catching fire. The number of shops where incandescent mantles are used is comparatively small, and still fewer are the shops where a good kind of incandescent arc light is found.
>
> ''Where electricity is used, the light comes, as a rule, from ordinary 16 c. p. incandescents. metal-filament lamps being the exception. In but few shops is there any attempt to furnish a larger amount of light, which is so easy and possible with modern gas as well as electric lamps.
>
> ''In 17 per cent of the shops inspected during February, some attempt was made to protect the eyes of the operatives from the glare by suitable shades and globes. Some sort of a shade was found in 466 of the 1,738 shops inspected in August, 1911, but few of these shades answered the purpose of protection from glare. In some of the shops powerful reflectors were put in in connection with 60 to 100 watt tung-

sten lamps, producing an intense light very harmful to the eyes of the workers.

> "The inspection undoubtedly shows that no thought whatever has in the past been given by the employers to the question of adequate and proper light in the shops, to preserve the eyes and promote the health of the operatives."

(d) SANITARY CARE AND EQUIPMENT—Though there was found to be considerable improvement in the cleanliness of the shops at the second inspection, there were still very few in which the Board was willing to accept conditions as satisfactory. The report describes the situation as follows:

> "In many of the shops, the walls and ceilings were found decorated with paper. This is the worst dressing of a wall or surface, as it catches and holds dust, and is generally not clean. The best means of dressing surfaces within shops is probably light colored oil paint. In 144 shops the walls and ceilings were found dirty, in some very dirty. The floors were found dirty in very many shops.
>
> "The Labor Law provides that the employer furnish receptacles for rubbish and garbage, but these were found in only 267 of the shops, and in 1,013 of the shops there were no special caretakers or janitors whose duty it is to keep premises clean.
>
> "The legal requirement for the provision of cuspidors is a dead letter. In only 16 of the shops were such cuspidors found. While the class of operatives in the cloak trade are not addicted to tobacco chewing, the danger from spitting of the tuberculous operatives is great. A great effort should therefore be made to enforce the provision of the law requiring cuspidors in all shops. Measures should also not be neglected to keep these clean and disinfected.
>
> "The separation of the toilet accommodations for males and females leaves much to be desired. In some of the shops (44) the water-closets are located in the yards, and in many more (240) in the halls, and these are, as a rule, common to both males and females. Many of the water-closets which are within the shop are not properly separated, or if so separated, the separation is not adequate. Many of the closets are divided by dwarf partitions, which are very flimsy, and no separate screening or approaches are provided for males and females.
>
> "The worst conditions are found in converted buildings and the small lofts where the water-closet accommodations have been put in, not originally when the building was put up, but as an after-thought to suit the tenant. This results in inadequate accommodations, which are a menace to health and morals.
>
> "The legal limit of one water-closet for every 25 persons working is exceeded in very many shops, in some of which a ratio of 1 to 85 has been found by our inspectors.
>
> "The ventilation and lighting of the water-closet apartments are also very bad; many of them without windows and opening out into halls or areaways, receive ventilation from the shop only. Most of them are not provided with artificial light. Ventilation is bad in 118 shops.
>
> "The adequate flushing of the closets necessarily suffers from their location and neglect, and their condition is, in many cases, scandalous.

> It is sufficient to see some of the photographs which were taken of some of the ordinary toilet accommodations in the shops to realize that such neglect of these fixtures is a serious evil and must be remedied.''

The most marked gain in sanitary conditions at the second inspection was the provision of more adequate water-closets in 69 cases.

In many respects the shops were found to be deplorably defective in their sanitary equipment. Thus the inadequacy of washing and dressing facilities and the almost total lack of lunch and emergency rooms is reported. To quote:

> ''The necessity of sufficient wash-rooms in shops has been recognized by the Labor Law, which provides that they be furnished in all shops.
>
> ''There are, however, but 378 shops which have been provided with separate wash-rooms, and in most of the shops the only places available for the operatives to wash themselves, are cast-iron sinks, one, or at the most, two, in some corner of the shop. Such an inadequacy of necessary fixtures for washing and cleaning naturally discourages cleanliness on the part of the employees, and is probably also unprofitable to the employers, because the operatives soil delicate garments.
>
> ''The need of separate, adequate, and clean dressing-rooms is still more important, as there is danger of infectious material being brought into the shop on the wearing apparel of the operatives, where there are no special dressing-rooms.
>
> ''But 447 shops (721 in August inspection), had dressing-rooms, most of them being inadequate, ill lighted, unventilated, and unclean. In very few of the shops were sanitary lockers provided and efforts made to have these kept clean.
>
> ''Only 89 shops had separate lunch-rooms provided, and in 1,111 shops lunch was eaten in the shop.
>
> ''The eating of lunch in shops is a habit which does not promote cleanliness, and is undesirable in many respects, especially as there are no provisions in such shops for ordinary cleanliness, and the crumbs and other organic matter are liable to be dropped on floors, garments, etc.
>
> ''The lunch-rooms in the shops are located in most instances in a dark and dirty corner of the shop, or hall, or in the janitor's apartment on another floor. The preparation of the food, the cleanliness, as well as quality of the food, leave much to be desired.
>
> ''In but very few of the larger shops has an effort been made to give space for clean and light lunch-rooms, where clean and plain food may be bought by the operatives at reasonable prices. The provision of a special lunch-room in every shop seems to be a necessary sanitary measure, and would be of much benefit to employees as well as to employers.
>
> ''In some of the shops, evidence of their use as sleeping-rooms was found.
>
> ''Special emergency-rooms were found in only 57 shops. All other shops were defective in this important provision for employees when

taken ill. Such a room is especially necessary where a number of females are employed.''

A summary of the conditions discovered may be found in the comparative table on page 55.

### Cost of the Work—First and Second Inspections.

| | First Insp. | Second Insp. |
|---|---|---|
| Number of inspectors employed...... | 9 | 6 |
| Number of days worked by inspectors | 157 | 155 |
| Average inspections per day......... | 8 | 11 |
| Total paid to inspectors ............ | $628.00 | $642.00 |
| Total cost of chief inspector.......... | 230.00 | |
| | $858.00 | $642.00 |
| Average cost of each inspection...... | .69 | .36 |
| Total paid to tabulating force........ | 111.00 | 28.00 |

REVIEW OF THE FIRST YEAR'S WORK—The accomplishments of the first year may be summed up as follows: a thorough investigation was made of the conditions existing in the industry, sanitary standards were adopted, methods of work developed, and though even at the end of the year very few shops could be approved as being in full conformance with the standards of the Board, the general condition of the industry was much improved; a defect noted at the end of the year marking almost invariably a less serious condition than the entry of the same defect would have implied when the work of the inspectors first began.

The number of Sanitary Certificates granted at the end of the first year was 177. Two hundred and sixteen shops, or only 12.4 per cent of the total number of shops inspected were approved by these certificates. ''This,'' says the report of the Board, ''indicates that the number of perfect shops conforming with *all* the sanitary standards of the Board is not yet as great as it should be and that there is much work yet before even the majority of shops are brought up to our standards. On the other hand, it must be remembered that to secure these certificates changes must be made that require time as well as in many instances negotiations with the owners of the buildings.''

# IV.

# THE SECOND YEAR'S WORK.

The second year's work of the Board marks great progress. Many of the improvements which the Board had sought to gain, involving as they did radical structural changes and prolonged negotiation, could not be achieved speedily. With the inspection made in February, 1912, however, (the third of the industry) the good results of the work became apparent. Marked gains in fire protection and in the sanitation of the shops were shown, and though the majority of the shops were found still to be defective in some point or other, 369 had fully conformed with the standards of the Board. This meant that in the two or three months since the end of the previous year, when 177 shops were certificated, almost 200 more shops had been brought into line in the matter of sanitation and fire protection; that, at the time of this third inspection about 20% of the shops of the industry, employing about 40% of the workers, were as ''safe and sanitary'' as they could be under existing conditions, while in many of the still defective shops great improvements had been made. By the fourth inspection (September, 1912,), 784 shops, employing 31,657 people or 61.02 per cent of all the workers in the industry, had been brought into line. The gains are more specifically given below.

For the work of the second year involving the two semi-annual inspections, the intervening reinspections of defective shops, the work of enforcement and education, and the investigation of complaints, a staff of three inspectors was employed.

## Progress in Conditions—September, 1911 to September, 1912.

NUMBER OF SHOPS AND WORKERS—There was in 1912 an increase of more than 100 in the number of shops and an increase of about 2,000 in the number of workers beyond the numbers found in August, 1911. Between February and September, 1912, there was also a slight increase: 1,884 shops and 51,872 workers were found in February—1,888 shops and 52,293 workers in September, 1912.

CHARACTER OF THE SHOPS—During the year, from September to September, the percentage of shops in loft buildings decreased and increased again slightly, remaining always, however, in the neighborhood of 80%. A decrease in the percentage of cellar shops was shown; the number of shops in rear buildings was reduced from 49 in 1911 to 13 in February, 1912, but rose again to 30 in September.

## Fire Protection.

The exact number of shops in which definite improvements were made is difficult to ascertain. All of the 784 shops certificated by the Board had, of course, complied with its requirements for fire protection. The fire dangers in all of the 55 buildings which the Board had listed and complained about the year before had been remedied. Besides this, considerable gain, much of which may be regarded as additional, was noted in remedying specific defects: in securing drop ladders for fire-escapes lacking them, in securing the removal of obstructions to fire-escapes, in securing fire buckets, in having doors open outward instead of inward, and in securing safe means of escape from fire-escapes which had been found to end in traps of one sort or another.

The number of shops with no fire-escape was reduced from 63 to 19; with no drop ladder from 236 to 21. The number of shops in which the exits to the fire-escape from the shop were obstructed, was reduced from 153 to 36. The number of shops with no fire buckets was reduced from 375 to 119; the cases of doors opening in from 1,379 to 738.

## Sanitary Conditions.

Up to the end of the first year, the statistical returns of the inspections had shown little sanitary progress for the industry as a whole. Much was unquestionably accomplished, in many specific cases great improvements made, and the general standards considerably raised; yet there were still very few shops (177) even of those in which great betterment had been secured, that the inspectors were willing to class as free from defect. It was still too soon, however, to judge the full results of the work. With the opening of the second year, progress became apparent, and by the end of that year, with the fourth inspection in September, 1912, the results of the work were unquestionable.

LIGHT, VENTILATION, ETC.—The number of shops having no protection from glare was reduced from 1,037 or 83.3 per cent in February, 1911, to 23 or 1.2 per cent in September, 1912. The Board, however, was not satisfied with the protection afforded. ''As far as light and illumination are concerned,'' read the report, there are still a number of shops where the machine operators are placed in dim corners, and where artifical light is used during the day. Nor is the protection from glare as yet well taken in hand by a considerable number of employers.''

In the matter of the ventilation of the shops, the effort of the Board had been to secure better air by diminishing uncleanliness, by the substitution of electric for gas irons, and by preaching the practice of airing the shops at regular intervals, especially at midday. The conclusion of the Second Annual Report, based on the findings of the inspection of September, 1912, was that as a result of these various efforts ''the ventilation of shops may be regarded as tolerably good.'' It was the opinion of the Board, however, at the end of the second year's work, as after the first investigation, that ''some system of forced mechanical ventilation was necessary to the best ventilation of the shops.'' The problem of getting this is ''one that cannot be solved in this industry alone. It it seemingly impossible,'' says the report, ''to make provision for forced mechanical ventilation in the existing shops. This should be done in all buildings hereafter erected. The system of licensing loft buildings before their occupancy would also tend to improve the sanitary conditions of such buildings.''

A great gain for the health of the workers was made by the wholesale substitution of electric for foot power in the operating of the machines. The greater part of the gain in this particular, in the shops not already reached by the Protocol, was due to the direct action of the unions.

DRESSING ROOMS, WASHING FACILITIES, ETC.—The percentage of shops having no dressing facilities was reduced from 58.5 to 1.8; the number of shops in which the water-closets were insufficient was reduced from 73 to 23; the number of shops in which the water-closets for men and those for women were not properly separated was reduced from 106 to 6.

GENERAL CLEANLINESS—Between February and September, the number of shops with dirty floors was reduced from 30 to 10 per cent; the number having dirty water-closets from 24 to 10 per cent; the number of shops having dirty walls was reduced from 6.15 to 1.9 per cent.

A more detailed statement of the conditions existing may be found in the comparative table on page 55. The figures show decided progress since the first investigation. At the end of the year the number of shops certificated by the Board was 900 or 47.66 per cent of the total number; 33,689 people or almost 65 per cent of the total working population in the industry were now employed under conditions which the Board could approve. The fire-escapes in all the buildings housing these workers met the requirements of the State Law, and the shops themselves conformed with the standards of the Board in regard to sanitation and fire protection; that is, the shops were clean; the fire-escapes and the exits were unobstructed; the aisles to the fire-escapes were clear; an adequate supply of fire buckets properly filled were supplied; dressing rooms were provided for the women employees; receptacles for rubbish, etc., etc.

## Enforcement.

The enforcing power of the Board in the second year was much strengthened by the decision of the Manufacturers' Association in the Fall of the year preceding to require the sanitary certificate of any applicant for admission to its membership. Nevertheless, in establishments not having or seeking membership in the Association, the necessity of influence beyond that furnished by "moral suasion" and the power to grant or withhold certificates was apparent.

Cases not responding to the personal efforts of the inspectors and upon which the Association had no hold were referred to the Union as before. In many instances the business agents of the Union were of great assistance to the inspectors in enforcing the standards. In 27 serious cases sanitary strikes were called. This expedient of the sanitary strike is not one, however, that can be used in any but the more serious emergencies.

In cases of direct violation of municipal ordinances or State Law, complaint can be made to the various departments; but in so far as the standards of the Board exceed the requirements of the State Law (and in the matter of cleanliness and general sanitation, the standards of the Board are much higher), the Board has no real enforcing power. For this reason it has at various times recommended the adoption of the protocol label, which would furnish the means of getting at not only the shops which may be reached through the Unions or the Association, but all the shops in the industry whether in the most serious condition or whether only violating those standards of the Board which exceed the requirements of the State Law.

## Educational Work.

The necessity for an educational campaign was still evident and the work of the Board in this line continued. Bulletins Nos. 5 and 6 were issued. A large number of shop tinued. Bulletins Nos. 5 and 6 were issued. A large number of shop committees were appointed by the inspectors during their work. At the end of the second year, November 1, 1912, 398 shop committees (mostly in shops not certificated by the Board), were in operation. Noon-hour talks were held by the inspectors in many of the factories and a special course of lectures, given in conjunction with the Board of Education, was held in the public schools. The following is the list of these:

"Factory Legislation," by Mrs. Florence Kelley.

"Factory Sanitation," by Dr. George M. Price.

"Factory Education," by Mr. A. Bisno.

"Factory Co-operation," by Dr. Henry Moskowitz.

"Industrial Conditions in New York State," by Dr. George M. Price.

"Industrial Poisons," by Dr. George M. Price.

The trade journals of the manufacturers and the publications of the union constantly gave space in their columns. The *New Post,* an official organ of the union, reprinted the first annual report of the Board in its pages in serial form, and published a large number of articles on sanitation.

## V.

## WORK OF THE THIRD YEAR.

During the last and third year of the work of the Joint Board there was a continued progress in sanitary conditions. The year is chiefly interesting, however, for the extension of the jurisdiction of the Board to the Dress and Waist Industry (which counted about 700 shops and 36,858 workers); for the organization of the Fire Drill Division of the Board; for progress in the medical examination of the workers; and for the striking advance in the Labor Law of the State made by the last Legislature.

The new laws, though by no means ideal in their provisions, are making it possible to secure for the workers many of the sanitary advantages and safeguards against fire dangers which it has been impossible to secure for one industry alone, and which only the power of the State can bring. A summary of the laws is given on page 63.

The problem, of course, is to secure the enforcement of the beneficial laws which have been enacted, for in the past not even constant complaint and notification were sufficient to secure the remedy of some of the most serious violations of the fire laws of the State, even though the requirements of those laws were in no sense far reaching. With the reorganization, however, of the enforcing power of the State in this department, it is hoped that speedier results will be obtained.

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## THE CLOAK AND SUIT INDUSTRY IN 1913.

### Number of Shops and Workers.

The number of shops in the Cloak and Suit Industry decreased from 1,888 in September, 1912, to 1,735 in September, 1913; the persons found working from 51,872 to 48,967.

### Character of the Shops.

The percentage of shops in loft buildings increased from 79.9 per cent in September, 1912, to 83.8 per cent in September, 1913. The number of cellar shops decreased from 17 to 5; the number of shops in stores from 100 to 74; the number of shops in attics from 6 to 1. The shops still remaining in cellars, rear buildings and attics, however, are in such comparatively good condition as not to warrant the insistance of the Board on their removal to other quarters, in spite of the Board's standard that no shops shall be allowed in attics, cellars, or rear houses.

### Fire Protection.

The number of shops with no fire-escape was reduced from 19 to 12; the number of shops with no drop ladders to the fire-escapes, from 21 to 8; the buildings with no safe means of escape from the fire-escapes were reduced from 42 to 28; and shops having no fire buckets from 119 to 53.

The inadequacy of the protection against fire dangers even if all these defects were remedied, has again and again been pointed out. It is hoped by securing the speedy enforcement of the new laws in the shops of the industry to bring the workers a greater assurance of safety, though, as the succession of fire tragedies has pointed out, even the laws now on the statute books are hardly far reaching enough to meet the situation.

## Sanitary Conditions.

The number of shops using foot power was reduced from 109 to 15; shops having no dressing room facilities from 34 to 12; having insufficient washing facilities from 10 to 2; having no receptacles for rubbish from 224 to 66. The number of shops with dirty ceilings was reduced from 36 to 4; with dirty walls from 36 to 4; with dirty windows from 186 to 92. The percentage of shops with dirty floors rose from 10 to about 14 per cent; those having dirty water-closets from 10 to about 13.

## Results Accomplished by the Inspectors.

The returns of the semi-annual inspections upon which these figures are based, do not, however, though they mark the changes in the conditions of the industry from inspection to inspection show the actual results accomplished by the work of the Board. Many of the gains in cleanliness in the poorer class of shops are necessarily temporary, one inspection marking gain, the next loss, and so on, until gradually the shop is brought into line. Moreover, the removal of shops and the entry of new shops with new defects constantly nullifies many of the gains achieved. Thus in spite of the seeming loss indicated by the returns of the semi-annual inspections, actually 112 of the shops having dirty water-closets were brought up to standard in that respect; 129 shops having dirty floors were brought up to standard as far as the cleanliness of the floors was concerned, between February and September, 1913.

Between February and September, 1913, the total number of defects actually remedied in the Cloak and Suit Industry alone by the work of three inspectors was 1,101—126 cases of defects in fire protection and 975 cases of sanitary defect being remedied as a result of the work of the inspectors.

During the six months from February to September:

16 fire-escapes were provided in buildings lacking them;

9 drop ladders for fire-escapes lacking them, were secured;

in 8 cases of "short drop ladder," ladders of adequate length were provided;

2 drop ladders which had been hung so far out of place as to be useless were restored to their proper position;

10 buildings having fire-escapes which ended in traps of one sort or another (on the top of high stone walls or glass roofs or in small enclosures or "roasting pens" from which there was no way of escaping), were provided with adequate means of escape.

In three cases substantial obstructions of stationary machinery, tables, etc., in the passage way to the fire-escape, were removed.

Eight cases in which the aisles to the fire-escapes were narrow were remedied.

In 70 shops lacking fire buckets an adequate supply of properly filled fire buckets was secured. (How great a protection the comparatively slight gain of having fire buckets may be, has been testified to in many cases in the experience of the inspectors. In one case, for instance, the shop owner declared that nothing but the instant pouring of water from the fire buckets prevented the spread of a large fire as a result of the explosion of one of the motors running the sewing machines. Often, surreptitious smoking, the hasty or careless throwing of a cigarette stub on the floor among a mass of cuttings under the machines starts a small conflagration which the immediate use of fire buckets keeps from spreading to dangerous proportions.)

The following table sums up the condition of the shops in the industry in February and in September, 1913, and the defects actually remedied by the inspectors between those times. It shows very clearly the fact above stated, that the difference in the returns from inspection to inspection give no adequate idea of the actual results of the work of the inspectors; the constant movement of the shops, the entry of new shops with new defects, etc., etc., obscuring or nullifying many of the gains secured.

CONDITIONS IN THE CLOAK AND SUIT INDUSTRY AND DEFECTS REMEDIED BY INSPECTORS—FEBRUARY-SEPTEMBER, 1913.

| | Feb. | Sept. | No. of cases remedied—Feb.-Sept., 13 |
|---|---|---|---|
| Number of shops | 1800 | 1735 | .. |
| Number of workers | 52293 | 48967 | .. |
| *Defects in Fire Protection.* | | | |
| Shops having no fire-escape | 25 | 12 | 16 |
| Shops having no drop ladder to fire-escape | 13 | 8 | 9 |
| Shops with drop ladder short | 22 | 24 | 8 |
| Shops with drop ladder out of place | 3 | 3 | 2 |

| | Feb. | Sept. | No. of cases remedied—Feb.-Sept., '13 |
|---|---|---|---|
| Shops with exit to fire-escape obstructed | 14 | 30 | 3 |
| Shops with no safe means of escape from fire-escape | 38 | 44 | 10 |
| Shops with aisles to fire-escape narrow | 9 | 1 | 8 |
| Shops having no fire buckets | 94 | 53 | 70 |
| | 218 | 175 | 126 |
| *Sanitary Defects.* | | | |
| Shops having— | | | |
| Foot power | 43 | 15 | 34 |
| No protection against glare from lights | 54 | 29 | 48 |
| No dressing facilities | 26 | 12 | 19 |
| Insufficient washing facilities | 4 | 0 | 4 |
| Improper separation of water-closets | 15 | 8 | 14 |
| Insufficient number of water-closets | 15 | 7 | 12 |
| Dark water-closets | 6 | 18 | 3 |
| Dirty water-closets | 197 | 228 | 112 |
| Dirty water-closet floor | 51 | 87 | 28 |
| Dirty water-closet walls | 216 | 92 | 175 |
| Broken seats of water-closets | 64 | 86 | 47 |
| Flush out of order | 39 | 13 | 34 |
| Windows of shop dirty | 216 | 92 | 175 |
| Walls of shop dirty | 8 | 4 | 7 |
| Ceilings of shop dirty | 15 | 4 | 13 |
| Floors of shop dirty | 231 | 253 | 129 |
| No receptacles for rubbish | 158 | 66 | 121 |
| | 1358 | 1014 | 975 |

By September 1,088 shops had been given sanitary certificates, and 38,909 or 79 per cent of the workers were employed in certificated shops.

## THE DRESS AND WAIST INDUSTRY.

In March, 1913, the signing of a Protocol by the manufacturers and workers in the Dress and Waist Industry brought that industry under the jurisdiction of the Joint Board of Sanitary Control.

It was decided by those concerned that the machinery of the Board in the Cloak and Suit Industry, closely related as the two industries were, should be sufficient for both, and that the representatives of the two industries should sit in joint session. Accordingly, the following representatives of the employers and the workers in Dress and Waist Manufacture were added to the membership of the Board:

Representatives of the Dress and Waist Manufacturers' Association—Samuel Floersheimer, J. J. Goldman.

Representatives of the Ladies' Dress and Waistmakers' Union—S. Polakoff, A. Baroff.

## The Growth of Dress and Waist Manufacture.

Dress and waist manufacture is a more recent development of the women's clothing industry than cloak and suit making. According to the United States census of 1900, shirt-waist making is a "branch of the industry that has developed during the last decade. Dress manufacture is of later origin, not having begun until some time after 1900."

Like the Cloak and Suit Industry, the Dress and Waist Industry centers in New York City, where in March, 1913, there were approximately 700 factories employing about 36,868 persons, and having a total annual output valued conservatively at something over $50,000,000 a year.

The first work of the Board in the Dress and Waist Industry as in the Cloak and Suit Industry was to make a thorough preliminary investigation of the sanitary condition of the shops. For this work, the permanent staff of three inspectors was temporarily increased by two.

## The First Survey of the Industry.

Seven hundred and seven dress and waist shops, employing 36,868 persons, were found in the first survey. A large proportion of the workers, approximately 77 per cent, were women, whereas in cloak and suit manufacture only about 23 per cent of the workers were women. The general impression of the inspectors was that 50 per cent or more of these women were under 20 years of age, about 25 per cent between 20 and 25 years, and only 25 per cent being 25 years or over. Very few elderly workers were seen.

Sixteen thousand eight hundred and twenty-two or 59.6 per cent of these young women were found to be operators or machine workers. Nine hundred and five or 3.18 per cent were employed as pressers. Thus, more than 60 per cent of the women workers in the industry were employed in the heaviest and most trying parts of the work. The work, moreover, as in the Cloak and Suit Industry, is seasonal, bringing the additional strain of overwork during rush periods and of worry and unemployment during the slack time. It is possible to exaggerate, however, the hardships due to the seasonal character of the work. Only a small proportion of the factories close down altogether; others simply reduce the amount of work they give during the slack period. In establishments producing the more standard lines of merchandise, such as inexpensive shirt-waists and dresses, the seasons are longer, the average loss of work during the year being little more than two weeks. At the same time the hardship due to the irregularity of employment in many establishments cannot be gainsaid.

The great majority of the shops—72 per cent., employing 81.03 per cent of the workers—were situated between Fourteenth and Twenty-ninth Streets; 97.38 per cent of the shops were in loft buildings; only 19 per cent were in the older converted buildings; none were in rear buildings, cellars, stores or attics.

The general conclusion of the study was, that as far as sanitary conditions are concerned, the dress and waist shops are much superior to the shops in other needle industries; that the important problem in this industry, even more than in the Cloak and Suit Industry, is, (because of the greater proportion of workers in high loft buildings), the problem of protection against fire dangers. While sanitary conditions in the loft zone were found to be "excellent," it was the opinion of the Board that existing conditions gave no assurance that in case of fire great loss of life would not be sustained.

The percentage of buildings in which actual violations of the requirements of the State Law concerning fire-escapes were found was comparatively small, as the following table shows:

FIRE PROTECTION.

| | No. | Pct. |
|---|---|---|
| Total number of shops tabulated | 700 | .... |
| Total number of buildings | 381 | .... |
| Shops in buildings with no fire-escapes | 15 | 2.14 |
| Buildings with no fire-escapes | 6 | 1.57 |
| Shops in buildings with no drop ladder | 11 | 1.57 |
| Buildings with no drop ladder | 9 | 2.36 |
| Shops in buildings with drop ladder short | 9 | 1.29 |
| Buildings with drop ladder short | 7 | 1.84 |
| Shops in buildings with drop ladder out of place | 20 | 2.86 |
| Buildings with drop ladder out of place | 12 | 3.15 |
| Exit to fire-escape in shop obstructed | 47 | 6.71 |
| Shops in buildings with no safe means of escape from fire-escape | 46 | 6.57 |
| Buildings with no safe means of escape from fire-escape | 31 | 8.14 |
| Aisles to fire-escape in shop narrow | 8 | 1.14 |
| No fire buckets | 24 | 3.42 |
| Shops with doors opening IN | 210 | 30.00 |
| Shops having fire drills | 49 | 7.00 |

More than 50 per cent of the workers, however, were employed above the sixth floor beyond which point a building must be independent of external aid if it is not to be a fire trap. The Board was hopeful, nevertheless, that with the passage of the new laws and the speedy introduction of fire drills, far greater assurance of safety might be obtained.

In the matter of sanitation, the shops were found to be in very good condition on the whole:

only 5 per cent of the shops were found to be using artificial light during the day;

only 2.85 per cent. had no protection from glare;

the light used, however, and the protection from glare given was by no means ideal in many cases.

> ''No investigation,'' says the report, ''has been made as to the distribution of light in most of the shops, nor as to the intensity of the light that should be given for each individual machine, or which is given now. The common practice on the part of shop owners of partitioning off the front of the loft, facing the light, for the showroom and offices, leaving only the rear part of the shop, where the windows open into courts and yards, for the workers, makes it difficult to secure enough light in the shops for all the purposes of the work, and necessarily compels the use of artificial light, especially during cloudy and winter days. Much of the work done in the shops requires close attention, fine stitching and close inspection, all of which need especially good light if great eye strain is to be avoided.
>
> ''The ideal method of illumination would seem to me to be the provision of individual, local, four or six candle-power electric bulb lights within each machine near the needle. The installation of lights is practicable and, apart from the initial cost, would probably not be too expensive.''

Only three shops were found using foot power, all the other establishments running their machinery by electricity. Adequate washing facilities, toilet and dressing rooms were found in most of the shops. The chief sanitary defect lay in the lack of lunch and retiring rooms: only 2.7 per cent of the shops having lunch rooms and 5.7 per cent of the shops having retiring rooms. To quote the report:

> ''In the shops where there are a large number of girls working, it is probable that there are a number likely to have sudden attacks of dizziness, fainting or other symptoms of illness, for whose use provision should be made in the form of rest or emergency rooms. We have found only 40 shops in which there are retiring rooms, although it may be true that in most of the shops, offices and show-rooms are used for this purpose.
>
> ''A comparatively small percentage of the girls leave the shops during the lunch hour. As a rule, they have no facilities or special

> places where they can eat their food. In some of the shops temporary tables are improvised during the lunch hour and gas stoves for warming the food are provided. The location of these temporary lunch quarters and gas stoves, however, is not always good, the most of them being placed near the dressing or toilet rooms.''

In the matter of cleanliness the most prevailing defect was that of dirty floors, which, however, were found in only 10 per cent of the shops; only 4.6 per cent of the shops had dirty water-closets. The small percentage of shops defective in sanitary care may be seen in the table given below:

THE GENERAL CLEANLINESS OF THE SHOPS.

| | No. | Pct. |
|---|---|---|
| Total number of shops tabulated | 700 | .... |
| Shops with no receptacle for rubbish | 12 | 1.71 |
| Shops with ceiling dirty | 2 | .28 |
| Shops with walls dirty | 7 | 1.00 |
| Shops with floor dirty | 71 | 10.14 |
| Shops with windows dirty | 16 | 2.28 |
| Shops with walls of water-closet apartment dirty | 11 | 1.57 |
| Shops with floor of water-closet apartment dirty | 60 | 8.57 |
| Shops with dark water-closet apartment | 18 | 2.57 |
| Shops with flush of water-closet out of order | 17 | 2.42 |
| Shops with dirty water-closets | 32 | 4.57 |
| Shops with seats of water-closets broken | 29 | 4.14 |

The sanitary standards established in the Cloak and Suit Industry were adopted for the Dress and Waist Industry as well, with the following additions, involving:

(1) The speedy introduction, if possible within the succeeding six months, of fire drills in each and every shop of the Industry.

(2) Better provision for lunch and rest rooms for the women workers in the shops.

(3) Provision for the employment by the owner of every shop employing 25 or more women, of a special woman cleaner, to remain upon the premises during the whole day and to be entirely responsible for the cleaning of the shop.

It was possible to certify many of the shops almost immediately. By May 1, 408 shops had been granted sanitary certificates for full conformance with the standards; and by the time of the second inspection in September, 467 or 67.58 per cent of the shops had been certificated.

The work accomplished by the inspectors between March and September and the comparative condition of the Industry at those two periods may be seen in the following table:

CONDITIONS IN THE DRESS AND WAIST INDUSTRY AND DEFECTS REMEDIED BY THE INSPECTORS—FEBRUARY-SEPTEMBER, 1913.

| | March | Sept. | No. of cases remedied—Mar.-Sept., '13 |
|---|---|---|---|
| Number of shops | 700 | 691 | .. |
| Number of workers | 36658 | 31416 | .. |
| *Defects in Fire Protection.* | | | |
| Number of shops having no fire-escape. | 15 | 11 | 7 |
| Number of shops having no drop ladder to fire-escape | 11 | 2 | 9 |
| Number of shops with drop ladder short | 9 | 11 | 2 |
| Number of shops with drop ladder out of place | 20 | 1 | 19 |
| Shops with exit to fire-escape obstructed | 47 | 5 | 46 |
| Shops with no safe means of escape from fire-escape | 46 | 16 | 35 |
| Shops with aisles to fire-escape narrow | 8 | 1 | 8 |
| Shops having no fire buckets | 24 | 12 | .. |
| | 180 | 59 | 126 |
| *Sanitary Defects.* | | | |
| Shops having— | | | |
| Foot power | 3 | 2 | 1 |
| No protection against glare from lights | 20 | 8 | 17 |
| No dressing facilities | 19 | 10 | 14 |
| Insufficient washing facilities | 22 | 3 | 22 |
| Improper separation of water-closets | 9 | 6 | 7 |
| Insufficient number of water-closets | 11 | 10 | 7 |
| Dark water-closets | 18 | 4 | 18 |
| Dirty water-closets | 32 | 42 | 25 |
| Dirty water-closet floor | 60 | 18 | 54 |
| Dirty water-closet walls | 11 | 10 | 9 |
| Broken seats of water-closet | 29 | 12 | 28 |
| Flush out of order | 17 | 9 | 15 |
| Windows of shop dirty | 16 | 12 | 12 |
| Walls of shop dirty | 7 | 2 | 7 |
| Ceilings of shop dirty | 2 | 1 | 1 |
| Floors of shop dirty | 71 | 43 | 55 |
| No receptacle for rubbish | 12 | 9 | 10 |
| | 359 | 201 | 302 |

Of the 151 defects in fire protection found in the shops of the Industry in March, 125 were remedied; of the 359 defects in sanitation, 302 were remedied.

## The Fire Drill Division of the Joint Board of Sanitary Control.

The law passed by the last session of the Legislature providing for the introduction and maintenance of fire drills in all buildings in which more than 25 people are employed above the ground floor, went into effect on October 1st. The text of the law is as follows:

> In every factory building over two stories in height in which more than twenty-five persons are employed above the ground floor, a fire drill which will conduct all occupants of such building to a place of safety and in which all occupants shall participate simultaneously, shall be conducted at least once a month.

During the last few months the Board has issued and circulated bulletins to impress upon the members of the industries it represents the urgency of an early response to the requirements of the law. In October of this year it voted to refuse its certificate to all new shops and to revoke the certificates of all old shops failing to establish fire drills; also to establish a Fire Drill Division in order to secure the earliest possible and most effective service for the shops within its jurisdiction. The Fire Drill Division was organized early in October with a squad of four men to introduce and maintain the drills in accordance with the requirements of the law.

Before this in its various annual reports the Board had urged the establishment of fire drills to safeguard against danger from panic and to secure the speedy escape of the workers in case of fire. In May, 1913, with the inclusion of the Dress and Waist Industry which employs a large percentage of women workers, about 77 per cent, the Board adopted as one of its standards the introduction of fire drills in all dress and waist shops, and, in October voted to enforce the standard in both industries.

From early October when the work of the Fire Drill Division began until November 18th, application for the introduction of fire drills had been received from 247 establishments. During this time drills were introduced in 267 factories belonging to 204 establishments; 267 introductory drills and 145 "re-drills" were made.

Of the 204 establishments receiving fire drills from the Joint Board, 103 belong to the Cloak and Suit Manufacturers' Association, 86 to the Dress and Waist Manufacturers' Association, and 15 are non-association shops.

The value of the fire drills is seen not only in their direct effect in training the workers to make as quick an escape as possible, but also in securing a more speedy remedy of certain defects in fire protection. Thus, in order to install the fire drills, many shop-owners have had to widen the aisles leading to the fire-escapes, and to clear the passage-ways from obstruction. It has been possible, through enforcement of the law requiring fire drills, to bring additional pressure to bear in securing the remedy of defective fire-escapes; for it naturally follows that no fire drill carrying all the workers to the street, as the law requires, can be made unless adequate means of escape are provided.

## VI.

## REVIEW OF THREE YEARS' PROGRESS IN SANITATION AND FIRE PROTECTION.

## THE CLOAK AND SUIT INDUSTRY.

In the first investigation of the Cloak and Suit Industry in February, 1911, all the shops had been found to be more or less defective in some point or other of sanitation or fire protection. Though a number of shops were on the whole in excellent condition, the condition of no shop was found to be satisfactory in every respect. By September, 1913, however, 1,148 or 66.17 per cent of the shops, employing 40,072 or 81.83 per cent of the workers, had been granted sanitary certificates for full conformance with the standards of the Board. This striking progress is graphically indicated by the chart on page 13.

### Fire Protection.

The contention of the Board from the very beginning of its work was always that the fire-escapes as at present constructed, afford very small protection in case of fire. As, however, the construction of fire-escapes and means of exit could not be radically changed in one industry alone, or to any extent without the backing of State Law, the effort of the Board was to secure as satisfactory a state of things as it was possible to get by the full enforcement of the laws as they stood. In 1911, the Board found 63 shops with no fire-escapes at all. This number by September, 1913, had been reduced to 12. It found 236 shops in 1911 with no drop ladders to the fire-escapes; in 1913 its returns showed only 7. In 1911, 153 shops had obstructions to the fire-escape; in 1913, 30 such cases are recorded. In February, 1912, there were 150 shops with no safe means of escape from the fire-escapes, these ending in "roasting pens" or fire traps of one sort or another; in September, 1913, only one such defective shop was recorded. In 1911, 1,379 shops or 79.4 per cent of the total number had doors opening IN; by 1913 the percentage had been reduced to

43. In 1911, 378 or 21.6 of the shops had no fire buckets; in 1913, 53 or 3 per cent still remained unequipped in this respect.

It must be borne in mind, however, in estimating the accomplishment of the Board in securing the removal of fire dangers, that these returns do not show the full result of the work. (This is shown more fully on page 44 of the preceding section), the constant removal of the shops from one section of the city to another and the entry of new shops with new defects nullifying much of the actual gain.

## Sanitary Conditions.

Striking advances were made in securing for the shops within its jurisdiction

(1) protection against glare from lights,

(2) dressing facilities,

(3) a more adequate number of water-closets,

(4) proper separation of the water-closets existing,

(5) receptacles for rubbish, and

(6) greater attention to all aspects of the cleanliness of the shops.

The percentage of shops having no protection from glare was reduced from 83.3 per cent to 1.67 per cent; the percentage of shops using foot power from 37.3 per cent. to 8.6; the percentage having no dressing facilities from 79.96 per cent to .69 per cent; having an insufficient number of water-closets from 11.4 per cent to .4 per cent; having improperly separated water-closets from 8.4 per cent to .46 per cent. The number of shops having no receptacles for rubbish was reduced from 21.48 per cent to 3.8 per cent. The number of shops having dirty water-closets was reduced from 24 per cent in February, 1912, to 13.14 per cent; the number of shops having dirty floors from 30 per cent to 14.58 per cent. *The number of shops having no defects was increased from* 0 *to* 1.148 *or* 66.17 *per cent of the total number. Forty thousand and seventy-two people or* 81.83 *per cent of the workers were employed in shops which the Board could approve as being in full conformance with its standards of sanitation and fire protection.* Of the remaining shops, 471 or 27.15 per cent were in Class B, in which all shops having minor sanitary defects are included. In 94 or only 5.42 per cent of the shops (Class C), the full protection of the State fire laws had not yet been secured. Twenty-two shops or 1.26 per cent of the shops in the industry (Class D), were still classed as being in serious sanitary condition.

The conditions are shown in greater detail in the table on page 55.

## The Dress and Waist Industry.

Progress in the Dress and Waist Industry is not so striking, for the sanitary condition of the industry when it first came under the jurisdiction of the Joint Board in March, 1913, was already better than the condition of the Cloak and Suit Industry at the same time. This may be attributed to the fact of the different character of the work in the two industries. More delicate materials are employed in dress and waist making than in cloak and suit manufacture, and greater cleanliness is therefore necessary to profitable production in that branch of work. Moreover, very few dress and waist shops are situated in Brooklyn or in the East Side District, practically all of them being found above Fourteenth Street in the more sanitary loft section of the city. Nevertheless, in spite of the good conditions already existing, considerable gain has been made both in sanitation and fire protection.

To give this gain in detail, however, would be repetition, as the progress in the Dress and Suit Industry has already been shown in the preceding chapter. To sum up briefly, 126 defects in fire protection and 302 defects in sanitation were remedied by the inspectors in the Dress and Waist Industry between March and September, 1913. Sanitary certificates were given to 467 shops employing 25,025 people or 79.66 per cent of the workers in the Industry. Five hundred and one shops or 72.5 per cent were classed as free from defect; of the remaining, 116 or 16.79 per cent had minor sanitary defects; 68 or 9.84 per cent had defects in fire protection; only 6 could be counted as being in a serious sanitary condition.

The table on page 59 gives the condition of the industry in March and September, 1913.

# THREE YEARS' PROGRESS IN THE CLOAK AND SUIT INDUSTRY.

## Results of Six Semi-Annual Inspections.

| | First Inspection Feb., 1911 | | Second Inspection Aug., 1911 | | Third Inspection Feb., 1912 | | Fourth Inspection Sept., 1912 | | Fifth Inspection Feb., 1913 | | Sixth Inspection Sept., 1913 | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | No. | Pct. | No. | Pct. | No. | Pct. | No. | Pct. | No. | Pct. | No. | Pct. |
| Shops investigated | 1243 | 100.00 | 1738 | 100.00 | 1884 | 100.00 | 1888 | 100.00 | 1800 | 100.00 | 1735 | 100.00 |
| Buildings investigated | ..... | ...... | ..... | ...... | 1081 | 100.00 | 990 | 100.00 | 1026 | 100.00 | 968 | 100.00 |
| Establishments investigated | ..... | ...... | ..... | ...... | 1725 | 100.00 | 1711 | 100.00 | 1663 | 100.00 | 1577 | 100.00 |
| Persons found working | 36941 | 100.00 | 45199 | 100.00 | 50326 | 100.00 | 51872 | 100.00 | 52293 | 100.00 | 48967 | 100.00 |
| Men | 29570 | 80.04 | 35091 | 77.63 | 38591 | 76.68 | 39499 | 76.10 | 39919 | 76.33 | 37036 | 75.64 |
| Women | 7371 | 19.96 | 10108 | 22.37 | 11735 | 23.32 | 12373 | 23.90 | 12374 | 23.67 | 11931 | 24.36 |
| **Location of Shops—** | | | | | | | | | | | | |
| Shops in loft buildings | 1119 | 90.03 | 1414 | 81.35 | 1480 | 78.00 | 1510 | 79.90 | 1540 | 85.55 | 1454 | 83.80 |
| Persons in loft buildings | ..... | ...... | ..... | ...... | 47099 | 93.60 | 48651 | 93.80 | 49587 | 94.82 | 46191 | 94.34 |
| Shops in converted buildings | 124 | 9.97 | 169 | 9.73 | 273 | 15.00 | 187 | 9.90 | 223 | 12.39 | 202 | 11.64 |
| Persons in converted buildings | ..... | ...... | ..... | ...... | 2645 | 5.30 | 1993 | 3.80 | 2369 | 4.53 | 2030 | 4.14 |
| Shops in cellars | ..... | ...... | 21 | 1.21 | 23 | 1.00 | 17 | 0.90 | 3 | 0.17 | 5 | 0.29 |
| Persons in Cellars | ..... | ...... | ..... | ...... | 107 | 0.20 | 76 | 0.20 | 25 | 0.05 | 42 | 0.08 |
| Shops in stores | ..... | ...... | 134 | 7.71 | 108 | 6.00 | 174 | 9.30 | 34 | 1.89 | 74 | 4.27 |
| Persons in stores | ..... | ...... | ..... | ...... | 475 | 0.90 | 1152 | 2.20 | 312 | 0.60 | 704 | 1.44 |
| Shops in rear buildings | 18 | 1.44 | 49 | 2.80 | 13 | 0.70 | 30 | 1.50 | 38 | 2.11 | 31 | 1.78 |
| Persons in rear buildings | ..... | ...... | ..... | ...... | 158 | 0.30 | 303 | 0.50 | 400 | 0.76 | 293 | 0.59 |
| Shops in attics | ..... | ...... | ..... | ...... | 5 | 0.20 | 6 | 0.30 | 5 | 0.27 | 1 | 0.05 |

|  | First Inspection Feb., 1911 |  | Second Inspection Aug., 1911 |  | Third Inspection Feb., 1912 |  | Fourth Inspection Sept., 1912 |  | Fifth Inspection Feb., 1913 |  | Sixth Inspection Sept., 1913 |  |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
|  | No. | Pct. | No. | Pct. | No. | Pct. | No. | Pct. | No. | Pct. | No. | Pct. |
| **Number of Shops and Workers Above and Below the Sixth Floor—** |  |  |  |  |  |  |  |  |  |  |  |  |
| Persons in attics | ..... | ...... | ..... | ...... | 43 | 0.09 | 45 | 0.08 | 50 | 0.09 | ..... | ...... |
| Shops below the 6th. floor | ..... | ...... | 1077 | 61.97 | 1262 | 67.10 | 1220 | 64.68 | 1091 | 60.61 | 1037 | 59.77 |
| Persons below the 6th. floor | ..... | ...... | 21367 | 47.27 | 22513 | 44.74 | 22881 | 44.11 | 21270 | 40.68 | 19959 | 40.76 |
| Shops on and above the 6th. floor | ..... | ...... | 629 | 36.19 | 565 | 29.88 | 618 | 32.73 | 645 | 35.83 | 625 | 36.02 |
| Persons on and above the 6th. floor | ..... | ...... | 21848 | 48.34 | 24418 | 48.52 | 25691 | 49.53 | 26465 | 50.61 | 24426 | 49.88 |
| Shops on and above the 12th. floor | ..... | ...... | 32 | 1.84 | 57 | 3.02 | 50 | 2.64 | 6464 | 3.56 | 73 | 4.21 |
| Persons on and above the 12th. floor | ..... | ...... | 1984 | 4.39 | 3395 | 6.74 | 3300 | 6.36 | 4558 | 8.71 | 4582 | 9.36 |
| **Fire Protection—** |  |  |  |  |  |  |  |  |  |  |  |  |
| Shops with no fire-escape | 14 | 1.12 | 63 | 3.62 | 41 | 2.00 | 19 | 1.00 | 25 | 1.38 | 12 | 0.69 |
| Buildings with no fire-scape | ..... | ...... | ..... | ...... | ..... | ...... | 11 | 1.11 | 18 | 1.75 | 7 | 0.72 |
| Shops with no drop ladder to f. e. | 114 | 9.17 | 236 | 13.57 | 38 | 2.00 | 21 | 1.11 | 13 | 0.72 | 8 | 0.46 |
| Buildings with no drop ladder to f. e. | ..... | ...... | ..... | ...... | ..... | ...... | 13 | 1.12 | 11 | 1.07 | 7 | 0.72 |
| Shops with drop ladder to f. e. short | ..... | ...... | ..... | ...... | 33 | 1.75 | 30 | 1.58 | 22 | 1.22 | 24 | 1.38 |
| Buildings with drop ladder to f. e. short | ..... | ...... | ..... | ...... | ..... | ...... | 22 | 2.22 | 16 | 1.55 | 18 | 1.65 |
| Shops with drop ladder to fire-escape out of place | ..... | ...... | ..... | ...... | 36 | 1.91 | 4 | 0.21 | 3 | 0.17 | 3 | 0.17 |
| Buildings with drop ladder to fire-escape out of place | ..... | ...... | ..... | ...... | ..... | ...... | 4 | 0.14 | 3 | 0.29 | 2 | 0.20 |
| Shops with exit to fire-escape in shop obstructed | 78 | 6.27 | 153 | 9.20 | 151 | 8.00 | 36 | 1.90 | 14 | 0.77 | 30 | 1.72 |
| Shops with no safe means of escape from fire-escape | ..... | ...... | ..... | ...... | 159 | 8.00 | 72 | 3.82 | 38 | 2.11 | 44 | 2.53 |

|  | First Inspection Feb., 1911 |  | Second Inspection Aug., 1911 |  | Third Inspection Feb., 1912 |  | Fourth Inspection Sept., 1912 |  | Fifth Inspection Feb., 1913 |  | Sixth Inspection Sept., 1913 |  |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
|  | No. | Pct. | No. | Pct. | No. | Pct. | No. | Pct. | No. | Pct. | No. | Pct. |
| Buildings with no safe means of escape from fire-escape | ..... | ...... | ..... | ...... | 18 | 0.09 | 3 | 0.15 | 9 | 0.50 | 1 | 0.05 |
| Shops with aisles to fire-escape narrow | ..... | ...... | ..... | ...... | 396 | 21.00 | 119 | 6.35 | 94 | 5.22 | 53 | 3.05 |
| Shops with no fire buckets | ..... | ...... | 375 | 21.56 | 913 | 48.00 | 738 | 39.08 | 815 | 45.27 | 760 | 43.80 |
| Shops with doors opening IN | 1173 | 94.36 | 1379 | 79.40 | ..... | ...... | ..... | ...... | ..... | ...... | 1060 | 61.09 |
| Shops with no fire drills | ..... | ...... | ..... | ...... | ..... | ...... | ..... | ...... | ..... | ...... | 784 | 45.13 |
| **Sanitary Conditions—** |  |  |  |  |  |  |  |  |  |  |  |  |
| Shops with no fireproof receptacles | ..... | ...... | ..... | ...... | 276 | 14.00 | 100 | 5.29 | 67 | 3.72 | 61 | 3.51 |
| Shops using artifical light | 373 | 20.00 | 294 | 16.91 | 975 | 51.00 | 23 | 1.21 | 54 | 3.00 | 29 | 1.67 |
| No protection from glare | 1037 | 83.34 | 1272 | 73.18 | 256 | 13.00 | 109 | 5.77 | 43 | 2.38 | 15 | 0.86 |
| Foot power used | 469 | 37.73 | 346 | 19.90 | ..... | ...... | ..... | ...... | ..... | ...... | 235 | 13.54 |
| Gas irons used | ..... | ...... | ..... | ...... | 647 | 34.00 | 34 | 1.80 | 26 | 1.44 | 12 | 0.69 |
| No dressing facilities | 994 | 79.96 | 1017 | 58.51 | ..... | ...... | 42 | 4.24 | 25 | 2.43 | 28 | 2.88 |
| Insufficient washing facilities | ..... | ...... | ...... | ...... | 24 | 1.00 | 10 | 0.52 | 4 | 0.22 | 2 | 0.11 |
| Insufficient number of water-closets | 142 | 11.42 | 73 | 4.20 | 101 | 5.00 | 23 | 1.21 | 15 | 0.83 | 7 | 0.40 |
| Improper separation of water-closets | 110 | 8.84 | 106 | 6.09 | 57 | 3.00 | 6 | 0.31 | 15 | 0.83 | 8 | 0.46 |
| Water-closet in yard | 12 | 0.96 | 44 | 2.53 | 55 | 3.00 | 35 | 1.85 | 16 | 0.88 | 26 | 1.49 |
| Water-closets in hall | 111 | 8.92 | 240 | 14.38 | 332 | 17.00 | 268 | 14.19 | 274 | 15.22 | 257 | 14.81 |
| Water-closets in cellar | ..... | ...... | ..... | ...... | 18 | 1.00 | 23 | 1.21 | 7 | 0.38 | 7 | 0.40 |
| No receptacle for rubbish | 267 | 21.48 | 285 | 16.39 | 336 | 17.00 | 224 | 11.81 | 158 | 8.77 | 66 | 3.80 |
| Ceiling of shop dirty | 41 | 3.29 | 40 | 2.30 | 87 | 4.00 | 36 | 1.90 | 15 | 0.83 | 4 | 0.24 |
| Walls of shop dirty | 100 | 8.04 | 107 | 6.15 | 123 | 6.00 | 36 | 1.90 | 8 | 0.44 | 4 | 0.24 |
| Floor of shop dirty | ..... | ...... | 200 | 11.50 | 568 | 30.00 | 193 | 10.22 | 231 | 12.83 | 253 | 14.58 |

|  | First Inspection Feb., 1911 |  | Second Inspection Aug., 1911 |  | Third Inspection Feb., 1912 |  | Fourth Inspection Sept., 1912 |  | Fifth Inspection Feb., 1913 |  | Sixth Inspection Sept., 1913 |  |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
|  | No. | Pct. | No. | Pct. | No. | Pct. | No. | Pct. | No. | Pct. | No. | Pct. |
| Windows of shop dirty | ..... | ...... | 221 | 12.70 | 407 | 21.00 | 186 | 9.90 | 216 | 12.00 | 92 | 5.30 |
| Walls of water-closet apartments dirty | 200 | 16.09 | 170 | 9.78 | 200 | 10.61 | 25 | 1.32 | 8 | 0.44 | 18 | 1.03 |
| Floors of water-closet apartments dirty | 213 | 17.14 | 175 | 10.07 | 225 | 11.94 | 134 | 7.09 | 51 | 2.83 | 87 | 5.01 |
| Dark water-closet apartment | ..... | ...... | 188 | 10.82 | 103 | 5.00 | 36 | 1.09 | 6 | 0.33 | 18 | 1.03 |
| Flush out of order | 127 | 10.21 | 85 | 4.88 | 162 | 8.00 | 24 | 1.27 | 39 | 2.16 | 13 | 0.74 |
| Dirty water-closet | ..... | ...... | ..... | ...... | 464 | 24.00 | 193 | 10.22 | 197 | 10.84 | 228 | 13.14 |
| Seats of water-closet broken | ..... | ...... | ..... | ...... | 91 | 4.83 | 93 | 4.92 | 64 | 3.55 | 86 | 4.96 |
| **Sanitary Classification of Shops—** |  |  |  |  |  |  |  |  |  |  |  |  |
| Number of shops having Sanitary Certificates | ..... | ...... | ..... | ...... | 369 | 19.59 | 784 | 41.52 | 1110 | 61.66 | 1088 | 62.71 |
| Number of establishments having Sanitary Certificates | ..... | ...... | ..... | ...... | 307 | 17.79 | 701 | 40.97 | 991 | 59.59 | 948 | 60.11 |
| Number of persons in certificated shops | ..... | ...... | ..... | ...... | 20595 | 40.92 | 31657 | 61.02 | 41682 | 70.97 | 38909 | 79.45 |
| Shops in Class "A" | ..... | ...... | ..... | ...... | ..... | ...... | ..... | ...... | 1263 | 70.17 | 1148 | 66.17 |
| Shops in Class "B" | ..... | ...... | ..... | ...... | ..... | ...... | ..... | ...... | ..... | ...... | 40072 | 81.83 |
| Persons in shops in Class "A" | ..... | ...... | ..... | ...... | ..... | ...... | ..... | ...... | 383 | 21.27 | 471 | 27.15 |
| Shops in Class "C" | ..... | ...... | ..... | ...... | ..... | ...... | ..... | ...... | 88 | 4.89 | 94 | 5.42 |
| Persons in shops in Class "C" | ..... | ...... | ..... | ...... | ..... | ...... | ..... | ...... | ..... | ..... | 1827 | 3.73 |
| Persons in shops in Class "B" | ..... | ...... | ..... | ...... | ..... | ...... | ..... | ...... | ..... | ...... | 6916 | 14.13 |
| Shops in Class "D" | ..... | ...... | ..... | ...... | ..... | ...... | ..... | ...... | 66 | 3.67 | 22 | 1.26 |
| Persons in shops in Class "D" | ..... | ...... | ..... | ...... | ..... | ...... | ..... | ...... | ..... | ...... | 152 | 0.31 |

# RESULTS OF TWO SEMI-ANNUAL REINSPECTIONS.

## Six Months in the Dress and Waist Industry.

| | March, 1913<br>First Inspection<br>No. | Pct. | September, 1913<br>Second Inspection<br>No. | Pct. |
|---|---|---|---|---|
| Shops investigated | 700 | 100.00 | 691 | 100.00 |
| Buildings investigated | 381 | 100.00 | 371 | 100.00 |
| Establishments investigated | 620 | 100.00 | 601 | 100.00 |
| Persons found working | 36658 | 100.00 | 31416 | 100.00 |
| Men | 8,174 | 22.30 | 9700 | 30.88 |
| Women | 28484 | 77.70 | 21716 | 69.12 |
| *Location of Shops—* | | | | |
| Shops in loft buildings | 681 | 97.28 | 663 | 95.95 |
| Persons in loft buildings | 36332 | 99.10 | 30966 | 98.57 |
| Shops in converted buildings | 19 | 2.72 | 28 | 4.05 |
| Persons in converted buildings | 326 | .90 | 450 | 1.43 |
| Shops in cellars | 000 | .00 | 000 | .00 |
| Persons in cellars | 000 | .00 | 000 | .00 |
| Shops in stores | 000 | .00 | 000 | .00 |
| Persons in stores | 000 | .00 | 000 | .00 |
| Shops in rear buildings | 000 | .00 | 000 | .00 |
| Persons in rear buildings | 000 | .00 | 000 | .00 |
| Shops in attics | 000 | .00 | 1 | 0.14 |
| Persons in attics | 000 | .00 | 9 | 0.02 |
| *Number of Shops and Workers Below and Above Sixth Floor—* | | | | |
| Shops below the 6th floor | 338 | 48.29 | 335 | 48.48 |
| Persons below the 6th floor | 14711 | 40.13 | 12294 | 39.13 |
| Shops on and above the 6th floor | 319 | 45.57 | 312 | 45.15 |
| Persons on and above 6th floor | 18417 | 50.24 | 16103 | 51.26 |
| Shops on above 12th floor | 43 | 6.14 | 44 | 6.37 |
| Persons on above 12th floor | 3530 | 9.63 | 3019 | 9.61 |

|  | March, 1913 First Inspection |  | September, 1913 Second Inspection |  |
|---|---|---|---|---|
|  | No. | Pct. | No. | Pct. |
| *Fire Protection—* |  |  |  |  |
| Shops with no fire-escapes | 15 | 2.14 | 11 | 1.59 |
| Buildings with no fire-escapes | 6 | 1.57 | 10 | 2.72 |
| Shops with no drop ladder to fire-escape | 11 | 1.57 | 2 | 0.28 |
| Buildings with no drop ladder to fire-escape | 9 | 2.36 | 2 | 0.54 |
| Shops with drop ladder to fire-escape short | 9 | 1.29 | 11 | 1.59 |
| Buildings with drop ladder to fire-escape short | 7 | 1.84 | 8 | 2.17 |
| Shops with drop ladder to fire-escape out of place | 20 | 2.86 | 1 | 0.14 |
| Buildings with drop ladder to fire-escape out of place | 12 | 3.15 | 1 | 0.17 |
| Shops with exit to fire-escape in shop obstructed | 47 | 6.71 | 5 | 0.72 |
| Shops with no safe means of escape from fire-escape | 46 | 6.57 | 16 | 2.30 |
| Buildings with no safe means of escape from fire-escape | 31 | 8.14 | 13 | 3.51 |
| Shops with aisles to fire-escape narrow | 8 | 1.14 | 1 | 0.14 |
| Shops with no fire buckets | 24 | 3.42 | 12 | 1.73 |
| Shops with doors opening IN | 210 | 30.00 | 221 | 31.98 |
| *Sanitary Conditions—* |  |  |  |  |
| Shops with no fire-proof receptacles | ... | ..... | 291 | 42.11 |
| Shops using artifical light | 35 | 5.00 | 24 | 3.47 |
| No protection from glare | 20 | 2.85 | 8 | 1.15 |
| Foot power used | 3 | 0.42 | 2 | 0.28 |
| Gas irons used | ... | .... | 37 | 5.35 |
| No dressing facilities | 19 | 2.71 | 10 | 1.44 |
| Insufficient washing facilities | 22 | 3.14 | 3 | 0.43 |
| Insufficient number of water-closets | 11 | 1.57 | 10 | 1.44 |

|  | March, 1913 |  | September, 1913 |  |
|---|---|---|---|---|
|  | First Inspection |  | Second Inspection |  |
|  | No. | Pct. | No. | Pct. |
| Improper separation of water-closet | 9 | 1.28 | 6 | 0.86 |
| Water-closets in yard | ... | ..... | 1 | 0.14 |
| Water-closets in hall | 46 | 6.57 | 46 | 6.65 |
| Water-closets in cellar | 1 | 0.14 | 0 | .... |
| No receptacle for rubbish | 12 | 1.71 | 9 | 1.30 |
| Ceiling of shop dirty | 2 | 0.28 | 1 | 0.14 |
| Walls of shop dirty | 7 | 1.00 | 2 | 0.28 |
| Floor of shop dirty | 71 | 10.14 | 43 | 6.22 |
| Windows of shop dirty | 16 | 2.28 | 12 | 1.73 |
| Walls of water-closet apartment dirty | 11 | 1.57 | 10 | 1.44 |
| Floors of water-closet apartment dirty | 60 | 8.57 | 18 | 2.60 |
| Dark water-closet apartment | 18 | 2.57 | 4 | 0.57 |
| Flush out of order | 17 | 2.42 | 9 | 1.30 |
| Dirty water-closets | 32 | 4.57 | 42 | 6.07 |
| Seats of water-closet broken | 29 | 4.14 | 12 | 1.73 |
| *Sanitary Conditions of Shops—* |  |  |  |  |
| Number of shops having sanitary certificates | ... | ..... | 467 | 67.58 |
| Establishments having sanitary certificates | ... | ..... | 397 | 66.05 |
| Persons in certificated shops | ... | ..... | 25,025 | 79.66 |
| Shops in Class "A" | ... | ..... | 501 | 72.50 |
| Persons in shops in Class "A" | ... | ..... | 26311 | 83.75 |
| Shops in Class "B" | ... | ..... | 116 | 16.79 |
| Persons in shops in Class "B" | ... | ..... | 3118 | 9.93 |
| Shops in Class "C" | ... | ..... | 68 | 9.84 |
| Persons in Shops in Class "C" | ... | ..... | 1674 | 5.33 |
| Shops in Class "D" | ... | ..... | 6 | 0.87 |
| Persons in Shops in Class "D" | ... | ..... | 313 | 0.99 |

## VII.

## ONE THOUSAND COMPLAINTS RECEIVED BY THE JOINT BOARD OF SANITARY CONTROL.

During the three years' work of the Board 1,047 complaints were made and received in cases violating State Law and City Ordinances. Seven hundred and seventeen complaints were made by the inspectors: 351 concerning fire dangers and 240 in regard to sanitary defects. Of these 717 complaints 411 were actually remedied.

Two hundred and twenty-three complaints were received by the Board from the Unions, 20 from the manufacturers, 38 from individual workers; 2 were anonymous.

The following table gives the data more exactly:

***Number and Character of Complaints.***

| | | | | No. of Sanitary Complaints | | | |
|---|---|---|---|---|---|---|---|
| Source of Complaints | Tot. No. | No. of Fire Complaints Tot. No. | Tot. | Unsanitary Conditions | Lack of Conveniences | Number of Complaints Sustained | Number of Complaints Remedied |
| Inspectors .......... | 717 | 351 | 390 | 307 | 83 | ... | 411 |
| Union ............. | 223 | 29 | 194 | 176 | 18 | 67 | 51 |
| Workers ........... | 38 | 11 | 27 | 21 | 6 | 19 | 18 |
| Manufacturers ...... | 20 | 1 | 19 | 15 | 4 | 17 | 12 |
| Others ............. | 2 | 0 | 0 | 0 | 0 | 0 | 0 |
| Totals ........... | 1000 | 392 | 632 | 521 | 111 | 103 | 492 |

Twenty-four complaints referred to more than one department.
Seventy-six complaints still pending.

Only 67 of the 223 complaints received from the Union were actually sustained by the Board because of the fact that none of the complaints that had been made had first been looked into by the Union, being sent directly to the Board as they came. The fact, however, that so few of the complaints were sustained is merely an indication of the necessity for increased educational activity. Many of the complaints received were groundless and at the same time showed a total ignorance, on the part of the complainant, of what sanitary conditions are. For instance, one complaint received during the last few months declared that the fire-escapes in a particular shop were obstructed by a wooden partition built from end to end of the shop. The request was entered that an immediate investigation of the matter be made. The inspector, on going to the shop, found that a wooden partition had actually been built from end to end of the shop, but that both fire-escapes and the stairway could be reached equally well from either side of the partition; that there was a door through the partition besides. The sanitary condition of the shop, however, was very poor. Of this neither the worker who first entered the complaint nor any of the employees in the shop, seemed to be aware.

## VIII.

## THE REVISION OF THE SANITARY STANDARDS OF THE JOINT BOARD OF SANITARY CONTROL.

When the work of the Joint Board first began, the standards formulated by the Board for the industries it represents were far in advance of the State Laws in almost every respect. The growing agitation of the last few years, however, the public realization, chiefly through the repetition of fire horrors, of the seriousness of the fire problem, and the general conviction of the necessity for the enforcement of higher standards of sanitation in the factories of the State, have resulted in the laws now on the statute books. These new laws cover many of the former standards of the Board. Therefore, for the sake of uniformity, those standards have been revised to meet the requirements of the State Law, certain provisions which the law does not yet contain being included besides.

Following are the summary of the requirements of the law and the additional standards of the Board.

### (a) REQUIREMENTS OF THE STATE LAW

### FIRE PROTECTION.

*Number of Occupants to Be Proportioned to Adequacy of Means of Escape.*

No more people shall be employed in any factory or part thereof than can safely escape from the exits provided.

In every shop a notice of the number of people who may be employed shall be posted conspicuously.

(In effect February 1, 1914.)

### *Means of Escape.*

Every building over two stories in height must be provided with at least two means of escape.

In buildings over four stories at least one of these must be an enclosed fireproof stairway, the other an enclosed fireproof stairway or a horizontal exit or a screened outside stairway, certain exceptions in buildings under six stories being permitted at the discretion of the Industrial Board. No open outside fire escape may be counted as one of the required exits unless in the opinion of the Industrial Board it affords in the given case adequate and safe means of escape for all the occupants of the building.

Every fire-escape must have a balanced stairway (i. e., a stairway which drops automatically when it is stepped on) or stationary stairs leading from the first balcony to a safe landing place.

Every fire-escape or stairway must extend to the roof.

All means of escape must end on the street or lead safely to the street (through open courts or open places or alleys or through fireproof passages).

All windows and doors opening directly on any means of escape must be fireproof.

All stairways shall be provided with proper and substantial hand-rails.

All stairways and passage-ways shall be adequately lighted.

### *Exits, Etc.*

Every floor of every building shall have two exits remote from each other leading to the required means of escape.

No worker shall be placed more than 100 feet from such an exit.

The sign ''EXIT'' in clear letters, not less than 8 inches high, shall be posted over every doorway leading to a stairway or fire escape, and in addition a red light shall be placed over all such exits for use when it is dark.

All doors leading to exits shall open out or shall be double swinging doors.

No door or fire escape window shall be locked, bolted, fastened or obstructed.

If the fire escape window is more than three feet from the ground, steps must be provided.

There shall be a clear, unobstructed passage-way at least three feet wide leading to every means of escape.

### *Fire Drills.*

Fire drills which conduct all the occupants of the building to a place of safety must be held once a month on every floor of every building in which more than 25 people are employed above the ground floor; and in such buildings fire alarm signal systems to be approved by the Fire Department must be installed.

### *Smoking, Fireprof Receptacles, Guarding of Lights.*

No smoking may be allowed in any part of any factory.

Every factory must be provided with adequate fireproof receptacles for cutting and waste.

All gas jets and lights must be guarded by means of wire cages or other devices approved by the Fire Commissioner.

## SANITATION.

### *Cleanliness.*

Every factory and every part of every factory building shall be kept in a clean and sanitary condition at all times.

The walls and ceilings shall be lime-washed or painted, except when properly tiled or covered with slate or marble with a finished surface. The lime-wash or paint shall be renewed whenever the Commisioner of Labor finds it necessary.

Sanitary cuspidors shall be provided in suffiicient numbers in every work room. These shall be thoroughly cleaned daily.

Suitable receptacles must be provided and used for the storage of waste and refuse and must be maintained in a sanitary condition.

### *Drinking Water, Wash Rooms and Dressing Rooms.*

In every factory there shall be provided at all times for the use of the employees a sufficient supply of clean and pure drinking water.

There shall be suitable and convenient wash rooms, separate for each sex, adequately equipped. Every wash room shall be provided with means for artificial light and adequate ventilation.

Dressing or emergency rooms shall be provided where women are employed, each rooms to have at least one window opening to the outer air.

### *Water-Closets.*

Suitable and convenient water-closets, separate for each sex, shall be provided in every factory in such numbers and locations as the Industrial Board may prescribe.

The water-closet apartments for women shall be screened effectively by means of partitions or vestibules.

All water-closet apartments opening directly into the work rooms shall also be screened or vestibuled.

The basins of the water-closet shall be made of enamel or of earthenware, and kept properly flushed.

The water-closet fixtures shall not be enclosed with wood; the space underneath the seats shall be left open.

The floor or other surface beneath and around the closet shall be kept in good condition.

All existing water-closet apartments shall have windows leading to the outer air and shall be otherwise ventilated as the Industrial Board may prescribe.

They shall have means for artificial illumination.

Every water-closet and every part of every water-closet shall be kept in a clean and sanitary condition.

## (b) ADDITIONAL STANDARDS OF THE BOARD

(1) No cellar or underground story, the ceiling of which is less than seven feet above the adjoining ground, may be used as a workshop.

(2) Workshops located in rear houses, attics or converted tenement houses must have a special permit from this Board.

(3) All machines and other appliances which are in use, must be placed so as to have sufficient natural or artificial light at all times, the Board to determine in individual cases in regard to all complaints concerning insufficient light.

(4) All lights must be so placed as not to glare in the eyes of the workers; they must be at a distance from the operatives and well shaded.

(5) All shops should be properly aired during noon pauses by opening windows and doors. During the hot season in the summer there should be placed in the shop a sufficient number of electric fans for the purpose of ventilation.

(6) No irons heated directly with coal or gas tubes may be allowed in the shops. Wherever gas irons are used they must be supplied with air pressure; they must be properly adjusted and the pipes made gas tight.

(7) Proper and sufficient lunch accommodations should be provided apart from the work benches and machines, the owner to be responsible for the cleanliness and sanitary condition of the lunch counter.

(8) Each shop should have a special caretaken for the cleaning of floors and water-closet apartments.

## IX.

## HEALTH OF THE WORKERS.

The Joint Board of Sanitary Control, having undertaken the work of improving the sanitary condition of the shops and factories in the Cloak and Suit and Dress and Waist Industries, could not ignore the problem of the actual condition of the health of the workers.

Tailors are a proverbially unhealthy group of workers. Their occupation has always been regarded as one which does not conduce to good health. All authorities who have written on the subject from the time of Ramazinni have agreed with Arlidge, who says: "Tailors are physically weak. Often misshapen from long continued and constrained positions, they are anaemic and shallow. Their diseases are those of sedentary work in bad air, of impeded thoracic movement and of liability of taking colds."

In Ogle's table of Mortality from Tuberculosis tailors stand thirteenth in a list of forty-four occupations.

In the Muenchen Pathological Institute 123 or 46.2 per cent out of 266 tailors were found to have died from tuberculosis.

Frederick Hoffman in his Exhibits of the Prudential Insurance Company at the International Congress of Hygiene and Demography at Washington, September, 1912, presented a table showing the mortality of tailors, according to which 48.6 per cent of the tailors between the ages of 25 and 44 and 58 per cent of those between the ages of 15 and 24 have died from tuberculosis alone.

Dr. Bertram H. Waters, Chief of the Tuberculosis Clinic of the New York City Department of Health, states in a report of his that the City Tuberculosis Clinics are treating a very large number of tailors and that the percentage of tuberculosis among these in the clinics is 16 per cent.

Mortality and morbidity statistics in all countries, where these are properly kept, and the data gained from the various sick benefit societies in Germany and other countries, all seem to indicate a high mortality rate, a high percentage of morbidity, and, especially, a high tuberculosis rate, among tailors.

Of course, conditions have changed greatly and we have had a vast improvement in the general conditions under which tailors work. There is no special danger inherent in the tailoring trade *per se.* The large majority of tailors do not work in the bad, ill-ventilated, cramped "sweat-shop" of former days. The general sanitary conditions under which tailor work have so much improved that one cannot say at present that the bulk of the tailors work under worse conditions than do other factory workers. The electric machine has taken away much of the strain and wear and tear upon the workers' health caused by the old foot power sewing machines. The reduction of tenement house and sweat-shop work has improved conditions greatly. Improved gas and electric irons have done away with many of the dangers to which pressers and ironers were subjected. There is comparatively little dust and there are no fumes or deleterious gases in the ordinary tailoring shop. The working hours of tailors have greatly decreased with the last decade or two and even at the height of the season tailors do not work eighteen or twenty hours as they did before..

Conditions are still better in the Cloak and Suit and Dress and Waist branches of the tailoring industry. The conditions under which the workers in these branches are employed are immeasurably better than in kindred tailoring trades. Hours of labor have been reduced to fifty-four and fifty-two weekly; overtime work has been greatly reduced and practically abolished. The majority of employees work in fine, sanitary, well lighted, and well ventilated shops with electrically driven machines. We should, therefore, expect a much better condition of health among the workers in these two industries than among those in other kindred trades or in the same trades years ago.

In order to determine, if possible, the condition of the health of the workers in our shops, the Joint Board of Sanitary Control undertook during the year 1912 a physical examination of 800 workers. The physical examination was made during the months of March and April by several competent physicians having hospital experience. A large number of workers were examined in the shops in which they work, especially in the better class of shops (those employing a large number of workers under sanitary conditions), where our physicians were given a special room and conveniences for examination. A part of the examination was also made in small East Side shops. Some examinations were made in the shops, others at the headquarters of the Union.

A careful heart and lung examination was made in every case; in all suspected cases sputum examinations were made and secondary examinations insisted upon. Three distinct groups of workers were examined, viz., operators, pressers and finishers. No minors under 16 were examined, as there are none found in the trade. The number of young persons between 16 and 19, moreover, was only 13 per cent.

Of the 800 persons examined only 298 were found free from any disease whatever; 502 persons were found suffering from one or more diseases.

The table given herewith shows the results of the examinations in detail. Note the high percentage of workers suffering from respiratory diseases and especially from chronic bronchitis, between which and tuberculosis it is difficult to distinguish the border line. Among the 800 persons examined, 13, or 1.6%, were found to be suffering in different stages of pulmonary tuberculosis. This percentage was somewhat smaller than the 2.4 % found among 800 bakers working in cellars, by the examiners of the New York Factory Commission, and larger than the 1.3% of tuberculosis found among the 600 tobacco workers also examined under my direction for the New York State Factory Commission. One must take into consideration, however, that the persons examined were not those applying to dispensaries or clinics, for special examination, but those who were actually at work, who had no idea whatever of their physical condition and who therefore would probably show a smaller percentage of disease.

## Morbidity Statistics of the 800 Cloakmakers Examined by the Joint Board of Sanitary Control.

| | Total. | | Operators. | | Pressers. | | Finishers. | |
|---|---|---|---|---|---|---|---|---|
| | No. | Pct. | No. | Pct. | No. | Pct. | No. | Pct. |
| Total number examined | 800 | 100.0 | 391 | 48.9 | 80 | 10.0 | 329 | 41.1 |
| No diseases | 298 | 37.3 | 262 | 32.8 | 20 | 2.5 | 149 | 18.6 |
| One or more diseases | 502 | 62.7 | 262 | 32.8 | 60 | 7.5 | 180 | 22.5 |
| *Nativity—* | | | | | | | | |
| Total number examined | 800 | 100.0 | 391 | 48.9 | 80 | 10.0 | 329 | 41.1 |
| Russian | 379 | 47.4 | 170 | 21.3 | 21 | 2.6 | 188 | 23.5 |
| Italian | 186 | 23.2 | 105 | 13.1 | 3 | 0.4 | 78 | 9.7 |

|  | Total. |  | Operators. |  | Pressers. |  | Finishers. |  |
|---|---|---|---|---|---|---|---|---|
|  | No. | Pct. | No. | Pct. | No. | Pct. | No. | Pct. |
| All others | 235 | 29.4 | 116 | 14.5 | 56 | 7.0 | 63 | 7.9 |
| *Number of Years in Trade—* |  |  |  |  |  |  |  |  |
| Total number examined | 800 | 100.0 | 391 | 48.9 | 80 | 10.0 | 329 | 41.1 |
| Under one year | 10 | 1.2 | ... | ... | .. | ... | 10 | 1.2 |
| One year to five years | 253 | 31.6 | 64 | 8.0 | 25 | 3.1 | 164 | 1.2 |
| Six years to ten years | 190 | 23.8 | 98 | 12.3 | 20 | 2.5 | 72 | 9.0 |
| Eleven years to twenty years | 214 | 26.8 | 145 | 18.1 | 26 | 3.3 | 43 | 5.4 |
| Twenty-one years and over | 133 | 16.6 | 84 | 10.5 | 9 | 1.1 | 40 | 5.0 |
| *Age Groups—* |  |  |  |  |  |  |  |  |
| Total number examined | 800 | 100.0 | 391 | 48.9 | 80 | 10.0 | 329 | 41.1 |
| 16 to 19 | 104 | 13.0 | 14 | 1.8 | .. | ... | 90 | 11.2 |
| 20 to 24 | 190 | 23.8 | 81 | 10.1 | 6 | 0.8 | 103 | 12.9 |
| 25 to 34 | 250 | 31.3 | 163 | 20.4 | 29 | 3.6 | 58 | 7.3 |
| 35 to 44 | 158 | 19.7 | 92 | 11.5 | 30 | 3.7 | 36 | 4.5 |
| 45 and over | 98 | 12.2 | 41 | 5.1 | 15 | 1.9 | 42 | 5.2 |
| *Sex—* |  |  |  |  |  |  |  |  |
| Total number examined | 800 | 100.0 | 391 | 48.9 | 80 | 10.0 | 329 | 41.1 |
| Male | 560 | 70.0 | 382 | 47.8 | 80 | 10.0 | 98 | 12.2 |
| Female | 240 | 30.0 | 9 | 1.1 | 0 | 0.0 | 231 | 28.9 |
| Total number examined | 800 | 100.0 | 391 | 48.9 | 80 | 10.0 | 329 | 41.1 |
| General, Total | 231 | 28.9 | 139 | 17.4 | 21 | 2.6 | 71 | 8.9 |
| Phthisis | 13 | 1.6 | 9 | 1.1 | .. | ... | 4 | 0.5 |
| Rheumatism | 45 | 5.6 | 28 | 3.5 | 6 | 0.7 | 11 | 1.4 |
| Anæmia | 173 | 21.7 | 102 | 12.8 | 15 | 1.9 | 56 | 7.0 |
| Nerves and Special Diseases, Total | 111 | 13.9 | 68 | 8.5 | 20 | 2.5 | 23 | 2.9 |
| Ear | 7 | 0.9 | 6 | 0.7 | .. | ... | 1 | 0.1 |
| Eyes | 51 | 6.4 | 29 | 3.6 | 12 | 1.5 | 10 | 1.2 |
| Nose | 35 | 4.4 | 23 | 2.9 | 6 | 0.8 | 6 | 0.8 |
| Nerves (not spec.) | 18 | 2.2 | 10 | 1.3 | 2 | 0.2 | 6 | 0.8 |
| Circulatory, Total | 69 | 8.6 | 36 | 4.5 | 13 | 1.6 | 20 | 2.5 |
| Heart | 36 | 4.5 | 22 | 2.8 | 5 | 0.6 | 9 | 1.1 |
| Arteries | 32 | 4.0 | 13 | 1.6 | 8 | 1.0 | 11 | 1.4 |
| Varicose veins | 1 | 0.1 | 1 | 0.1 | .. | ... | ... | ... |
| Respiratory, Total | 110 | 13.7 | 56 | 7.0 | 21 | 2.6 | 33 | 4.1 |
| Larynx | 7 | 0.9 | 5 | 0.6 | 2 | 0.2 | ... | ... |
| Bronchitis (acute) | 25 | 3.1 | 17 | 2.1 | 3 | 0.4 | 5 | 0.6 |
| Bronchitis (chronic) | 56 | 7.0 | 26 | 3.3 | 11 | 1.4 | 19 | 2.4 |
| Asthma | 16 | 2.0 | 7 | 0.9 | 4 | 0.5 | 5 | 0.6 |
| Pleurisy | 6 | 0.7 | 1 | 0.1 | 1 | 0.1 | 4 | 0.5 |
| Digestive, Total | 168 | 21.0 | 104 | 13.0 | 23 | 2.9 | 41 | 5.1 |
| Pharynx | 106 | 13.2 | 76 | 9.5 | 12 | 1.5 | 18 | 2.2 |
| Stomach | 45 | 5.7 | 20 | 2.5 | 5 | 0.6 | 20 | 2.5 |
| Hernia | 17 | 2.1 | 8 | 1.0 | 6 | 0.8 | 3 | 0.4 |
| G. U., Total | 82 | 10.3 | 6 | 0.8 | .. | ... | ... | ... |

| | Total. | | Operators. | | Pressers. | | Finishers. | |
|---|---|---|---|---|---|---|---|---|
| | No. | Pct. | No. | Pct. | No. | Pct. | No. | Pct. |
| Nephritis | 3 | 0.4 | 3 | 0.4 | .. | ... | ... | ... |
| Cystitis | ... | ... | ... | ... | .. | ... | ... | ... |
| Pelvic | 79 | 9.9 | 3 | 0.4 | .. | ... | 76 | 9.5 |
| Skin, Total | 11 | 1.4 | 7 | 0.9 | .. | ... | 4 | 0.5 |
| Contagious | 1 | 0.1 | 1 | 0.1 | .. | ... | ... | ... |
| Non-contagious | 10 | 1.3 | 6 | 0.8 | .. | ... | 4 | 0.5 |
| Locomotion, Totol | 29 | 3.6 | 1 | 0.1 | .. | ... | 28 | 3.5 |
| Bones | 1 | 0.1 | 1 | 0.1 | .. | ... | ... | ... |
| Joints: C. S. | 14 | 1.8 | ... | ... | .. | ... | 14 | 1.8 |
| K. | 14 | 1.7 | ... | ... | .. | ... | 14 | 1.7 |
| Miscellaneous, Total | 2 | 0.2 | 2 | 0.2 | .. | ... | ... | ... |
| Syphilis | 1 | 0.1 | 1 | 0.1 | .. | ... | ... | ... |
| Gonorrhea | 1 | 0.1 | 1 | 0.1 | .. | ... | ... | ... |
| Total diseases | 813 | | 419 | | 98 | | 296 | |

## II.

After completing the preliminary examination into the condition of the health of the workers in the Cloak and Suit Industry, the Joint Board of Sanitary Control was confronted with the problem of what is to be done to improve the health condition of the workers, and with the more serious problem of how, especially, to eliminate tuberculosis from the shops of the industry. It was felt that the work of the Board would not be complete or thorough if it should stop with improving merely the physical condition of the shops. It was thought that it would be to the interest of the labor organizations, of the manufacturers and especially of the public and the workers, if some method were devised by which no new tuberculous workers might be admitted to the shops and all workers already afflicted with tuberculosis, at present working in the shops, might be taken out and assisted so as to prevent their return to work while their disease was still infectious and likely to spread to other workers or to contaminate the garments in the shop.

During the winter of 1912 a strenuous educational agitation was conducted by the Board among the workers and members of the Union to arouse them to the conditions prevalent in the shops and to get their adherence to a project of introducing a tuberculosis benefit in the Union with a view of removing all tubercular workers from the shops, sending them to sanatoriums and hospitals and otherwise assisting them so as to free the industry and the shops from the dread of infection. At first there was a project broached to raise a large annual fund by an equal taxation of workers as well as manufacturers, and thus to create a fund for tuberculosis insurance. There was, however, strenuous opposition on the part of many members of the Union to a joint fund with the employers, and the project has so far failed of realization.

During the winter of 1913 the agitation for the introduction of a tuberculosis benefit in the Union was continued, and in March, 1913, after a referendum vote by the various sections of Local No. 35, (consisting of the pressers who number 9,000 persons), a resolution was passed that this Local establish a tuberculosis benefit for its members, and tax each member of the Union $1.00 per year. At the same time a resolution was passed by the Local not to admit any new member without a physical examination and to reject all candidates having symptoms of tuberculosis.

The examination of candidates for entrance to the Union, as well as of all others working in the shops, was undertaken by the Joint Board of Sanitary Control. The following table is a brief review of the work done by the Joint Board of Sanitary Control for Local No. 35 from April, 1913, to date (December 1st).

Mention must be made here of the fact that there is a strong agitation among the other locals of the Union to follow the example of Local No. 35 and to introduce a system of tuberculosis insurance for the whole Cloak and Skirt Makers' Union.

TABLE I.

*Medical Examinations of Union Workers from April 1 to December 1, 1913.*

| | |
|---|---|
| Number of persons examined | 994 |
| Number of examinations | 994 |
| Number of re-examinations | 117 |
| Total number of examinations | 1,111 |

### *Where the Workers Came From.*

| | |
|---|---|
| From Local 35, the Cloak, Skirt and Dress Pressers' Union.... | 949 |
| From other Locals of the Cloak and Skirt Makers' Union ...... | 45 |
| Total ........................................ | 994 |

### *Number of Persons Suffering from Tuberculosis.*

| | No. | Pct. |
|---|---|---|
| Total number examined .............................. | 994 | 100.0 |
| Total number suffering from tuberculosis .................. | 65 | 6.5 |
| Total number of pressers examined ...................... | 949 | 100.0 |
| Total number of pressers suffering from tuberculosis .......... | 55 | 5.7 |
| Total number of workers from other Locals examined .......... | 45 | 100.0 |
| Total number of those suffering from tuberculosis ............ | 10 | 22.2 |

## TABLE II.

### *Medical Exainations for Local 35.*

(a)

| | No. | Pct. |
|---|---|---|
| Number of old members sent for examination ............... | 144 | 100.0 |
| Number of tuberculosis cases ............................ | 44 | 30.5 |

(b)

| | | |
|---|---|---|
| Number of applicants for admission to the Union examined.... | 805 | 100.0 |
| Number rejected on account of tuberculosis ................. | 11 | 1.4 |
| Number rejected on account of advanced cardiac disease ........ | 1 | 0.1 |
| Rejected for infectious skin disease ......................... | 1 | 0.1 |
| Held under observation ................................ | 9 | 1.1 |
| Number of applicants admitted ............................ | 783 | 97.3 |

## TABLE III.

### *Condition and Disposition of Tubercular Cases.*

(a)

| | No. | Pct. |
|---|---|---|
| Total number of old members sent for examination ........... | 144 | 100.0 |
| Tubercular cases among them ............................ | 44 | 30.5 |
| Total number of tubercular cases examined ................. | 44 | 100.0 |
| Non-infectious cases, with quiescent processes ................. | 9* | 20.4 |
| Infectious cases with active processes ...................... | 35 | 79.6 |

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*Note—These were cases of arrested cured tubercular disease enjoying comparatively good health and able to work. They are, however, kept under medical inspection and compelled to report periodically for examination.

(b)

### *Disposition of the Thirty-five Tuberculous Workers*

| | |
|---|---|
| Sent out of town to Liberty and other places for medical and sanatorial treatment ............................... | 18 |
| Under treatment in New York City ........................ | 3 |

|  |  |
|---|---|
| Sent abroad | 3 |
| Left New York State to go West | 4 |
| At City Sanatorium | 1 |
| In outdoor employment | 1 |
| Cases pending | 2 |
| Refused aid offered | 3 |

### (c)

### *Present Condition of Tubercular Members.*

|  |  |
|---|---|
| Died | 3 |
| Not improved and not working | 27 |
| Improved and working in other trades | 4 |
| Improved and working in the C. and S. Industry | 10 |

# BIBLIOGRAPHY.

The most complete account of the work of the Joint Board of Sanitary Control is of course found in its own publications. These are the following:

(1) The First Annual Report, October 1911—96 Pages. A thorough and illustrated survey of conditions in the Cloak and Suit Industry, of the organization of the work of the Board, and of the results accomplished during the first year. It contains special studies of the problems of Fire Protection, Ventilation, Etc., in the shops of the Industry.

(2) The Second Annual Report, December, 1912—23 Pages.

(3) The Special Report on the Sanitary Condition of the shops in the Dress and Waist Industry, May, 1913—23 Pages.

(4) The Third Annual Report, November, 1913—80 Pages.

(5) The Bulletins.

Bulletin No. 1, 4 pages............June, 1911

Bulletin No. 2, To the Workers, 4 pages.............................................July, 1911

Yiddish, 40,000 copies; Italian, 10,000 copies.

Bulletin No. 3, 4 pages............Aug., 1911

Bulletin No. 4, 4 pages............Sept., 1911

Bulletin No. 5, 4 pages.............Jan., 1912

Bulletin No. 6, 8 pages.............May, 1912

Bulletin No. 7, 4 pages............Mch., 1913

Bulletin No. 8, On Tuberculosis, 4 pages..............................Mch. 15, 1913

Yiddish, 10,000 copies.

Bulletin No. 9, 8 pages............April, 1913

Bulletin No. 10, 6 pages...........Sept., 1913

Directory of Certificated Shops, May, 1913.

Many press notices of the work of the Joint Board of Sanitary Control have appeared from time to time in the various journals. Some of the articles are the following:

(1) Conciliation, Arbitration and Sanitation in the Cloak, Suit and Skirt Industry in New York City—"The Protocol of September 2, 1910, and Its Workings," by C. E. A. Winslow in Bulletin 24 of the United States Bureau of Labor.—Pages 253-272 deal with the work of the Joint Board. The article goes fully into the methods and the accomplishment of the Board in the first two years of its work.

(2) "Joint Sanitary Standards." The Survey, Vol. 26, pp. 734-6, August 19, 1911, discusses the Sanitary Standards adopted by the Joint Board and the organization of its work.

(3) "How Industrial Peace Has Been Brought About in the Clothing Trade," by Gertrude Barnum—In the "Independent," October 3, 1912, tells something of the work of the Board.

(4) The Joint Board of Sanitary Control in the Cloak, Suit and Skirt Industry of New York City, by Henry Moskowitz, Ph. D., Secretary, in the "Annals of the American Academy," Vol. 44, Pages 39-58, November, 1912. A detailed account of the organization of the Board, of the problems it has had to face, and the results it accomplished in the first two years of its work.

(5) "The Control of Sanitary Standards," by J. H. Cohen, (Counsel for the Cloak and Suit and Dress and Waist Manufacturers' Association), Survey Vol. 29, Pages 631-2, February 1, 1911.

(6) "The White Protocol," in the same issue of the Survey, Pages 557-9, discusses the adoption of the Protocol in the Dress and Waist Industry.

(7) "A Truce in the Trades—How the Agreement Known as the Protocol Has Brought a New and Better Era in New York's Chief Manufacturing Industry," by Isaac F. Marcosson.—Leading article in Munsey's Magazine for July, 1913; gives some space to the work of the Joint Board.

Many additional notices may be found in the pages of the Survey, the Cloak and Suit Review and other publications.

Some of the comments are as follows:

U. S. Bureau of Labor Bulletin, 98, p. 253:

> "The most original feature of the Protocol and one with great possibilities for good, not only for those directly interested in the industry but for those interested in all practicable means of securing higher standards of sanitation, ventilation, and safety for the thousands of workers in the factories, is the Joint Board of Sanitary Control." The article goes on to give in detail the methods and accomplishments of the Board.

Munsey's Magazine, July, 1913, Pages 525-526:

> "When you turn to the Joint Board of Sanitary Control, you encounter the most original and striking feature of the Protocol, and the one fraught with the greatest possibilities of good for the whole industry. It safeguards the health of the employee, increases his efficiency and makes him a happier social agency. At the same time it makes the product cleaner and more wholesome, and thus the consumer is protected."
>
> "The task of the Board has been to clean up the industry. By a system of drastic inspection that has been unflinching and unafraid, some amazing results have been achieved. On the first inspection two-thirds of the eighteen hundred shops in the industry were found to be more or less defective. Factories were found in cellars and garrets, amid almost unspeakable sanitary conditions. Disease and dirt dominated most of the smaller establishments. Today seventy per cent of the workers are in certificated shops—that is, those having certificates of health, cleanliness, and proper sanitation. The sweat-shop padrone has been driven from his darkness, and the great majority of shops are in clean, high, healthy loft buildings."